PHED COMMITTEE #1A
July 22, 2013

MEMORANDUM

July 18, 2013

TO: Planning, Housing, and Economic Development Committee

GO

FROM: Glenn Orlin, Deputy Council Staff Director

SUBJECT: Long Branch Sector Plan—fiscal and economic impact; transportation issues

Councilmembers: Please bring your copy of the Draft Sector Plan to this worksession.

This memorandum addresses the Executive Branch's fiscal and economic impact analyses and the transportation elements in the Planning Board's Draft Plan. Some purely technical corrections will be made to the final document, but they are not identified in this memorandum. **Council staff concurs with the Final Draft's transportation-related recommendations, except where noted in this packet.**

1. Fiscal impact. The Office of Management and Budget's revised Fiscal Impact Analysis of July 17 (©1-2) quantifies the County Government's capital and operating costs due to the proposed development. OMB identifies two categories of projects costing about $22.9 million.[1] Road construction and improvements comprise $12.4 million of this total, and are mostly associated with the Domer Avenue bridge over Long Branch ($3.4 million), the Gilbert Street extension east of University Boulevard ($5.5 million), and the Glenville Road connection ($2.8 million), along with sidewalk upgrades and roadway signage. This category of costs does not include several other new road connections and widenings that are assumed to be responsibilities of new development: the Garland Avenue extension, the Glenview Avenue extension to Piney Branch Road, and the widening of Greenwood Avenue. Nearly as much funding ($10.6 million) is called for in park and trail improvements; most of them are unrelated to any development proposals in the plan. Montgomery County Public Schools anticipates that the near 5,000 units planned for the area would generate 554 additional students spread over the three levels, but that no new construction would be warranted.

OMB also reports projected operating costs for police and fire and rescue services: $6.7 million in the first year and $4.6 million in each subsequent year.

2. Economic impact. The Department of Finance's Economic Impact Analysis (©3-4) estimates that the development called for in the Plan would generate a negative cash flow to the County Government at either the "Interim" or "Long Term" levels of development. Finance's revenue/cost model shows a net outflow of about $7.3 million annually with the current residential and commercial development, but this outflow would increase by $2.2 million (to $9.5 million per year) under the "Interim" scenario and by a further $3.3 million (to $12.8 million per year) under the "Long Term" scenario.

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[1] Council staff asked OMB to revise the format and make certain corrections to its July 12 transmittal, which are reflected in the July 17 version.

3. Purple Line. The anticipated construction and operation of the Purple Line through Long Branch has been the primary motivation for this Sector Plan. It has significant ramifications for transportation circulation within and through the area, but also for the properties abutting it and within walking distance of its two planned stations: on Arliss Street just north of Piney Branch Road, and on University Boulevard just south of Piney Branch Road.

Council staff has invited the Maryland Transit Administration (MTA) staff to describe, in detail, the current Purple Line design between Flower Avenue/Arliss Street and University Boulevard/Gilbert Street. The route laid out on aerial photography is on ©5-7. MTA will also describe its community outreach efforts to Long Branch as well as outreach to local businesses in the area.

4. Land use/transportation balance; Piney Branch/University intersection; Gilbert Street Extension (B-5). Every master plan should have a balance between its proposed land use and its proposed transportation network and services. For more than two decades this "balance" has been defined as what would be needed to meet the current adequate public facilities (APF) requirements as described in the Subdivision Staging Policy (formerly the Growth Policy). Achieving this balance in a plan is not an academic exercise: if a plan is not balanced, then at some point in the future a proposed master-planned development will be unable to proceed because it will have no means to meet the APF requirements.

An important assumption in any plan is the non-auto-driver mode share (NADMS) goals. The Final Draft's assumptions for Long Branch, compared to the existing mode shares, are:

	Existing[2]	**2040**
Commute Trip / Work End	21%	36%
Commute Trip / Home End	37%	49%

The 2040 mode shares are the same as those assumed in Chevy Chase Lake Sector Plan. While these mode shares seemed to be aggressive but plausible for Chevy Chase Lake, they appear to be conservative for Long Branch, where the household income profile would presume a high proportion of "captive" riders—those who have little choice but to travel by public transportation.

The 2012-2016 Subdivision Staging Policy (SSP) revised the policy area and local area transportation tests, effective January 1, 2013. Late last fall the Council agreed that the revised methodology would apply to any draft plan brought forward subsequent to January 1; the Long Branch Sector Plan is the second such plan. The Final Draft had been developed under the prior set of requirements, so its "balance" calculations were based on Policy Area Mobility Review (PAMR) and the prior Local Area Transportation Review (LATR) methodology. Over the past few months Planning staff and its consultants have conformed this analysis to the Transportation Policy Area Review (TPAR) and the new LATR methodologies.

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[2] The source of the existing data is the 2000 Census Transportation Planning Package (work end) and the 2006-2010 American Community Survey (home end).

Meeting the TPAR requirements proves not to be an issue for Long Branch. TPAR is measured over the entirety of the Silver Spring/Takoma Park (SS/TP) Policy Area (the area south of the Beltway, east of Rock Creek, north of the District of Columbia, and west of Prince George's County) and the Long Branch Sector Plan is but a very small portion of it. Based on TPAR testing of the build-out of adopted plans by the year 2040, Planning staff forecasts the average speed will be 44% of uncongested speed in the SS/TP Policy Area. The additional development in Long Branch by the end of the second stage, counterbalanced by the presence of the Purple Line and a higher non-auto-driver modal share (NADMS) would not cause the SS/TP Policy Area to fall below the TPAR roadway adequacy threshold for urban policy areas (i.e., 40% ratio of forecast speed to uncongested speed).

As for LATR, there is only one intersection which is problematic: Piney Branch Road/University Boulevard. Without any changes, the intersection level of service fails the congestion standard (1600 CLV, or 1.00 v/c) slightly in the morning peak, and by a wide margin in the evening peak. The forecasted level of service is worse also because of MDOT's recent decision to create space for the Purple Line by taking away 2 of the existing 6 through lanes on University Boulevard south and east of Piney Branch Road.

The Final Draft proposes addressing this issue by ultimately prohibiting left-turns from Piney Branch Road onto University Boulevard, and by recommending an extension of Gilbert Street from University Boulevard to Piney Branch Road through the edge of New Hampshire Estates Neighborhood Park (B-5, see page 47 of the Final Draft). The primary left-turn movement—from northeast-bound Piney Branch Road to northwest-bound University Boulevard, would be accommodated somewhat circuitously by using this extension of Gilbert Street.[3] The Final Draft also proposes a median break and a traffic signal at the intersection of University Boulevard to provide an outlet for eastbound-to-southbound traffic, to allow for a continuous bikeway connection on Gilbert Street from one side of University Boulevard to the other, and to provide for a protected pedestrian crossing at Gilbert Street.

The last point is the most critical. The current design allows pedestrian access to the Gilbert Street Purple Line stop only at its north (Piney Branch Road) end. A protected crossing at Gilbert Street would provide access to/from the south end of the platform as well, reducing the walking time and distance for many residents and spreading the pedestrian crossings over two locations. The State Highway Administration opposes a signal at this point, believing it to be too close (430 feet) from the signal at Piney Branch Road. Instead it prefers the signal be a block further southeast, at Seek Lane. However, Planning staff has identified several locations where signalized intersections on State highways are closer together than this. See the Planning staff's full argument for this signal on ©8-9.

The Planning Board Chair recently reported the results of the staff's reanalysis of the Piney Branch Road/University Boulevard intersection (as well as the Piney Branch Road/Sligo Creek Parkway intersection, which is outside the Sector Plan area) based on taking away 2 lanes on University Boulevard and using the HCM method. The finding is, assuming the prohibition of left turns from Piney Branch Road onto University Boulevard and the extension of Gilbert Street, that the evening peak will still fail the standard slightly: 1,615 Critical Lane Volume (CLV). Recall that if an intersection forecasts to exceed 1,600 CLV, the HCM test kicks in. Using the HCM method of measurement, Planning staff

[3] A similar strategy was employed in the Takoma/Langley Crossroads Sector Plan, where left turns at the New Hampshire Avenue/University Boulevard intersection would ultimately be prohibited, with these movements occurring on side streets.

found that the intersection projects to operate at 1.06 v/c (6% over capacity), thus failing the 1.00 v/c congestion standard for SS/TP. The Chair's letter is on ©10-13.

Subsequently Council staff learned that the CLV analysis was performed using a lane-use factor of 0.60 for the double-left-turns from University Boulevard to Piney Branch Road. This assumes that of the traffic making a left turn, 60% would be in the heavier of the two lanes. The 60% lane-use factor for double-lefts is the SHA standard, based on observations throughout Maryland. However, Montgomery County has historically used a lane-factor of 0.53 for double-lefts, based on our experience within the County. Typically traffic is more evenly (i.e., more efficiently) spread over multiple travel lanes where traffic volumes are higher and approaching capacity, and the average traffic congestion in Montgomery County is higher than the average in Maryland. Council staff asked Planning staff to recalculate the CLV using 0.53 as the lane-use factor for the double-lefts. The result is that the CLV is now calculated to be 1,552 in the evening peak, well within the 1,600 CLV standard (©14).

Council staff recommendation: Find that the Final Draft Long Branch Sector Plan is in land use/transportation balance, with the condition that the Gilbert Street Extension and left-turn prohibitions from Piney Branch Road to University Boulevard remain in the Plan.

Council staff recommendation: Concur with the Planning Board's call for a traffic signal, median break, and protected pedestrian crossing at the intersection of University Boulevard/Gilbert Street/Gilbert Street Extended. Although this is not needed to achieve land use/transportation balance, it is key for local circulation and safe and convenient access to the Gilbert Street Purple line stop.

5. Glenville Road. The Final Draft calls for a minor arterial (MA-2) to be built from the intersection of Piney Branch Road/Barron Street to the north. One purpose is to provide a relocated entrance for the Long Branch Recreation Center at a signalized intersection that will have a designated crossing of the Purple Line. The other purpose is to connect to Glenville Road, a secondary residential street abutted by ten 3-story MPDU apartment buildings at its south end and as many single-family dwellings at its north end. As it happens, M-NCPPC is requesting the Council approve purchase of the Miles Glass property—the point where the new street would connect to Piney Branch Road—with $1,215,000 of ALARF funds (©15-20). Council action on this request is scheduled for July 30.

Certainly relocating the recreation center entrance to a signalized intersection would provide a safer and more convenient access for users of the facility, and the acquisition of the Miles Glass property is necessary to accomplish this. However, the connection to Glenville Road is not necessary, as it is not assumed in the traffic modeling for Long Branch. Furthermore, it would entice cut-through traffic on a residential street that has only one travel lane. The connection itself would be a difficult; drivers would have to climb an 8% grade to reach existing Glenville Road. Should the ten multi-family buildings choose to redevelop (recommended in the Long Term stage of the Plan), then the new development should be designed to allow access both north on Glenville Road (as exists now) and south to the stub that would also serve as the entryway to the recreation center. Cut-through traffic could be mitigated or prohibited by the design of the development itself, and perhaps with entry gates. In any event the new development would be able to control cut-through traffic to the degree it wished, since the cut-through route would be on private property.

Council staff recommendation: Approve the relocation of the recreation center entrance and the ALARF acquisition request, but do not include the Glenville Road extension (MA-2) in the Sector Plan.

6. Domer Avenue. The Final Draft recommends reclassifying existing Domer Avenue as a primary residential street between Flower and Garland Avenues, and extending the road (and continuing this classification) in the largely unbuilt portion of the road across Long Branch Stream Valley Park between Garland Avenue and Barron Street. The latter segment consists of road stubs from Garland Avenue and Barron Street, and a pedestrian bridge over Long Branch, which also connects segments of the Long Branch Trail. A shared use trail is also proposed along the full length of Domer Avenue, including the Long Branch crossing.

Planning staff note the following points for extending Domer Avenue over Long Branch. Council staff's response follows each point:

- *Improve local traffic circulation.* The Domer Avenue connection is not needed to relieve overcrowded intersections, and its presence would not provide relief for the Piney Branch Road/University Boulevard intersection. It would provide an attractive cut-through route for some commuters to skirt the core of the Long Branch commercial area, however.
- *Improve security ("eyes on the street").* Alternatively this could be achieved through streetlights and security cameras.
- *Enable an east-west off-road bikeway connection (SP-79).* The existing pedestrian bridge should be rebuilt to accommodate the planned shared use trail, which would be several feet wider than the current bridge.
- *Provide interim access to Long Branch Recreation Center until redevelopment allows for a left-turn lane into the center via Glenville Road Extended.* There will be no good access to the recreation center from the west until the multi-family property on the south side of Piney Branch Road redevelops and another lane for left turns can be added. But building this connection—which still would require many recreation center users to make a long detour south from Piney Branch Road to Domer Avenue, and back again—is a large expenditure for this temporary purpose.

Council staff recommendation: Include only the shared-use trail crossing of Long Branch in the Sector Plan. Concur with the Final Draft to reclassify Domer Avenue as a primary residential street between Flower and Garland Avenues.

7. Flower Avenue. Flower Avenue north of Long Branch is classified as a primary residential street (it was reclassified as part of the East Silver Spring Master Plan, adopted 2000), as a business district street from Arliss Street to Domer Avenue, and as an arterial south of Domer Avenue. The segment south of Domer Avenue connects to Washington Adventist Hospital, Columbia Union College, and Takoma Park, and so it merits a higher classification.

However, since the southern segment of Flower Avenue is not recommended to have more than two travel lanes, and since its recommended target speed is 25 mph, classifying this road as a minor arterial would be more appropriate. The County Code's definitions of an arterial and a minor arterial describe the difference:

Section 49-31(e). An Arterial is a road meant primarily for through movement of vehicles at a moderate speed, although some access to abutting property is expected.

Section 49-31(g). A Minor Arterial is a 2-lane Arterial meant nearly equally for through movement of vehicles and access to abutting property.

Furthermore, the Code allows for certain types of traffic calming on a minor arterial which are not allowed on arterials[4]:

Section 49-30(a). The Director of Transportation must consider installing traffic calming and bicycle- and pedestrian-friendly design features in any residential street over 1,000 feet long, *minor arterial*, business district street, and industrial street. Traffic calming features include raised crosswalks and raised intersections, traffic circle, medians, pedestrian refuge islands, chokers, smaller centerline radii, parking cut-outs, and special paving and streetscaping in central business districts or other commercial areas. [*emphasis* mine]

A minor arterial classification is more consistent with the Flower Avenue improvements designed and programmed by the City of Takoma Park. This reclassification should run the full length of Flower Avenue south to Carroll Avenue.

Council staff recommendation: Reclassify Flower Avenue between Domer and Carroll Avenues as a minor arterial.

8. Other street improvements. Garland Avenue is proposed to be extended north of Piney Branch Road and to connect to Arliss Street near the Long Branch Library (see P-4 on page 47). This would be a continuation of this primary residential street, and be a useful means of circulation avoiding the core of activity at the superblock and the Arliss Street Purple Line stop. It would only be constructed, however, if some or all of the Flower Branch Apartments redevelop. Similarly, the extension of Glenview Avenue from its current dead-end north to the intersection of Piney Branch Road/Arliss Street (B-3) and the widening of Greenwood Avenue (B-4) would not occur unless some of the properties along the south side of Piney Branch Road redevelop. Furthermore, Planning staff has noted that with the widening of the Arliss Street and Piney Branch Road cross-sections to accommodate the Purple Line, there will only be the bare minimum space for sidewalks and streetscaping, and not enough for the boulevard effect the Planning Board is recommending (see Illustrations 6, 7, and 10 on pp. 64, 65, and 68, respectively).

Council staff recommendation: Concur with the Final Draft recommendations for Garland, Glenview, and Greenwood Avenues. As the Council considers the Sector Plan's land use recommendations, these sidewalk and streetscape recommendations should also be considered.

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[4] However, Section 49-30(b) allows speed humps only on primary residential streets and lower classifications; speed humps are not allowed on either arterials or minor arterials.

OFFICE OF MANAGEMENT AND BUDGET

Isiah Leggett
County Executive

Jennifer A. Hughes
Director

MEMORANDUM

July 17, 2013

TO: Nancy Navarro, President, County Council

FROM: Jennifer A. Hughes, Director

SUBJECT: Revised Fiscal Impact Analysis for the Long Branch Sector Plan

Attached is a revised Fiscal Impact Analysis for the Long Branch Sector Plan. This Fiscal Impact Analysis replaces the previously submitted version dated July 12, 2013.

If you have any questions, please contact Matt Schaeffer, Office of Management and Budget, at 240-777-2751.

JAH:ha

Attachment

c: Kathleen Boucher, Assistant Chief Administrative Officer
Lisa Austin, Offices of the County Executive
Ramona Bell-Pearson, Offices of the County Executive
Joy Nurmi, Special Assistant to the County Executive
Patrick Lacefield, Director, Public Information Office
Greg Ossont, Department of General Services
Mike Coveyou, Department of Finance
Alex Espinosa, Office of Management and Budget
Matt Schaeffer, Office of Management and Budget
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Office of the Director

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County Capital and Operating Cost Estimates
Assumed to be Incurred as a Result of the
Long Branch Sector Plan
7/17/2013

2

Capital Improvement Projects

Project	Description	Cost Estimate ($)
Road Construction and Improvements	• New residential road section on Domer Ave (230 ft) **[$0.586 million]** • Domer Ave Extension Bridge **[$2.783 million]** • Gilbert Street extension (700 ft) - cost includes park land replacement **[$5.478 million]** • Glenville Road Extension (300 ft) - cost includes acquisition costs of apartment building with 6 to 12 units **[$2.834 million]** • 2,500 feet of sidewalk upgrade **[$0.497 million]** • Roadway and other associated signage costs **[$0.198 million]**	12,376,000
Park Land Acquisitions and Improvements	• Long Branch Local Park **[$3.500 million]** *-8714 Piney Branch Rd. property acquisition and construction (0.619 acres) [$1.700 million]* *-Heart Smart Trail [$0.400 million]* *-Park Reconstruction [$1.400 million]* • Seek Lane Neighborhood Park acquisition and construction **[$1.500 million]** *-Includes acquisition of 4 lots* • Flower Avenue Urban Park expansion **[$1.800 million]** • New Hampshire Estates Park design and construction **[$1.500 million]** • Central Civic Green design and construction **[$1.200 million]** • Long Branch Trail extension design and construction **[$0.700 million]** • M-NCPPC Projects to improve pedestrian access **[$0.300 million]** • Trail Bridge reconstruction (M-NCPPC) (Long Branch and Clayton Ave) **[$0.050 million]**	10,550,000
Subtotal Capital Improvement Projects		**22,926,000**

Potential Future Fiscal Impacts

Project	Description	Cost Estimate ($)
Police	• The Department of Police projects the need for 16 new positions as a result of the Long Branch Sector Plan, including 14 Police Officers and 2 Corporals. *-Total PC Costs of $1.647 million in year one and $1.872 million annually as recruit class positions annualize* *-Vehicle costs if $0.981 million in year one for 8 vehicles* *-Other equipment and maintenance costs, including vehicle maintenance of $0.347 million in year one and $0.157 million annually* *-Fixed costs of $0.345 million in year one (New Police substation space requirements, technology, and security) and $0.496 million annually as positions annualize and require space*	3,320,623 (Year One) 2,525,623 (Ongoing Costs)
Fire and Rescue	• Fire and Rescue Service projects the Long Branch Sector Plan will require the establishment of a Rescue Squad in Silver Spring/Takoma Park area and the upgrading of 1 ambulance unit into a medic unit. • Establishing a Rescue Squad will require the following costs: *-Vehicle costs of $0.825 million in year one for one vehicle* *-Specialized rescue equipment costs of $0.436 million in year one* *-Personnel costs of $2.04 million for 24/7 crew (5 Captains, 5 Master Firefighters, 5 Firefighters)* • Upgrading an ambulance unit into a medic unit will require a $45,315 to upgrade BLS equipment to ALS equipment and $37,500 to upgrade Firefighter to Firefighter-Paramedic on 24/7 status.	3,383,815 (Year One) 2,122,815 (Ongoing Costs)
Subtotal Operating Budget Impacts (Year One)		**6,704,038**
Total Cost Estimate (Year One)		**29,630,038**

Notes and Assumptions

• The following departments reported no fiscal impacts associated with the Long Branch Sector Plan:
Department of General Services (DGS), Department of Recreation (REC), Department of Economic Development (DED), Department of Health and Human Services (HHS), Montgomery County Libraries (LIB)

• The Maryland Transit Administration has estimated Purple Line costs of $90 million for the section of the line within the plan limits.

• M-NCPPC recommends a study to evaluate the need for a new recreation center in the area of the Long Branch Sector Plan based on projected increases in density. The Department of Recreation does not anticipate any change in the current facility in this location and no costs were reported by REC for this purpose.

• Responsibility for intersection improvements noted in the plan has not been determined. The plan envisions these costs split between SHA, MTA, and MCG.

• Fire and Rescue Service cost estimates do not include an estimate for an additional equipment bay needed to accommodate the new Rescue Squad's equipment.

• The Department of Housing and Community Affairs (DHCA) identified the Long Branch plan area as a future priority area for affordable housing and envisions developer incentives and building façade improvement programs that would result in County costs. These costs will be contingent on the completion of the Purple Line and cost estimates would follow after construction is complete.

• All cost assumptions are in FY13 dollars and may change due to new fiscal assumptions in FY14.

• MCPS confirmed the Long Branch Sector Plan will not result in new school construction but will provide the following increase to school density based on the 4,861 total high rise units planned in the two phases: Elementary: 204 students; Middle: 190 students; High School: 160 students.

Economic Impact Analysis for Long Branch Sector Plan

Summary: Below is an economic impact scenario that attempts to show existing development, and the maximu development that could follow from the enactment of the Long Branch Sector Plan as shown in the Planning Board Draft (PBD). It is based on the County's Economic Development Fund Fiscal Impact Model, and represents a broad-brush look at the higher level revenues and expenditures, rather than being all-inclusive. T figures do not include additional CIP expenditures, which are in a separate document. Assumptions are shown on the second page.

	Estimated Existing Single-family, Multifamily, and Commercial	"Interim" - Estimated New Single-family, Multifamily Residential, and Commercial Development As Shown in Planning Board Draft	"Long Term" - Estimated New Single-family, Multifamily Residential and Commercial Development As Shown In the Planning Board Draft
	Commercial: 532,815 sf Single-family: 372 du Multifamily: 1,804 du	Commercial: 41,833 sf Single-family: 0 du Multifamily: 1,088 du	Commercial: 133,112 sf Single-family: -15 du Multifamily: 3,773 du
THE NEW DEVELOPMENT			
Estimated Commercial Real Property	$66,943,103	$5,255,916	$16,724,248
Estimated Value of Personal Property	$6,694,310	$525,592	$1,672,425
Estimated Residential Real Property	$233,036,303	$124,714,332	$427,263,714
Real Property Tax rate at location	$1.133	$1.133	$1.133
Personal Property Tax rate at location	$2.555	$2.555	$2.555
Number of Jobs	1,332	105	333
Average Salary Per Job	$43,656	$43,656	$43,656
Income Tax per primary job	$1,118	$1,118	$1,118
DEMOGRAPHICS			
Households	2,176	1,088	3,758
Population	5,396	2,939	9,320
Schoolchildren	669	124	421
College Students	149	81	256
Number of jobs generated	1,332	105	333
% of Jobs County Residents	60%	60%	60%
Net new jobs are County residents	799	63	200
REVENUES			
Property Tax Revenues			
From Commercial	$929,505	$66,146	$232,216
From Housing	$2,640,301	$1,413,013	$4,840,898
Income Tax Revenues	$5,270,543	$1,383,332	$7,782,919
Energy & Telephone Taxes	$588,137	$199,941	$685,836
Other Job Related Revenues	$45,618	$3,582	$11,397
Other Population Related Revenues	$185,548	$591,197	$1,874,438
Total County Revenues	**$9,659,652**	**$3,657,211**	**$15,427,703**
COSTS OF COUNTY SERVICE			
Population related costs	$6,279,000	$3,420,187	$10,843,972
Job related costs	$249,360	$19,578	$62,297
Schoolchildren costs	$9,209,296	$1,708,079	$5,800,422
College student costs	$1,220,008	$664,542	$2,106,982
Total County Service Costs	**$16,957,664**	**$5,812,387**	**$18,813,672**
TOTAL ECONOMIC IMPACT			
(Revenues Less Costs)	**($7,298,012)**	**($2,155,176)**	**($3,385,969)**

Assumptions:

1. 10% used for personal and commercial property tax rate

2. Average salary is based on 2010 Median Household Income for District 5 From Council Districts by the Numbers - Montgomery County Planning Department

3. Jobs per square foot standards provided by M-NCPPC Retail: 1 job per 400 sf

4. Institutional development potential not factored in this analysis

5. Multifamily in Existing phase reflects the average assessment for Foxhall, Flower Branch, Good Acre, and Gilbert Highland. Multifamily in Interim and Long term phases reflect the average assessments of the Archstone, Citron and Metropointe

6. Commercial values in Existing, Interim and Long term phases are based on current assessments taken from various shopping centers, offices, retail store, and restaurants in the Long Branch Sector Plan

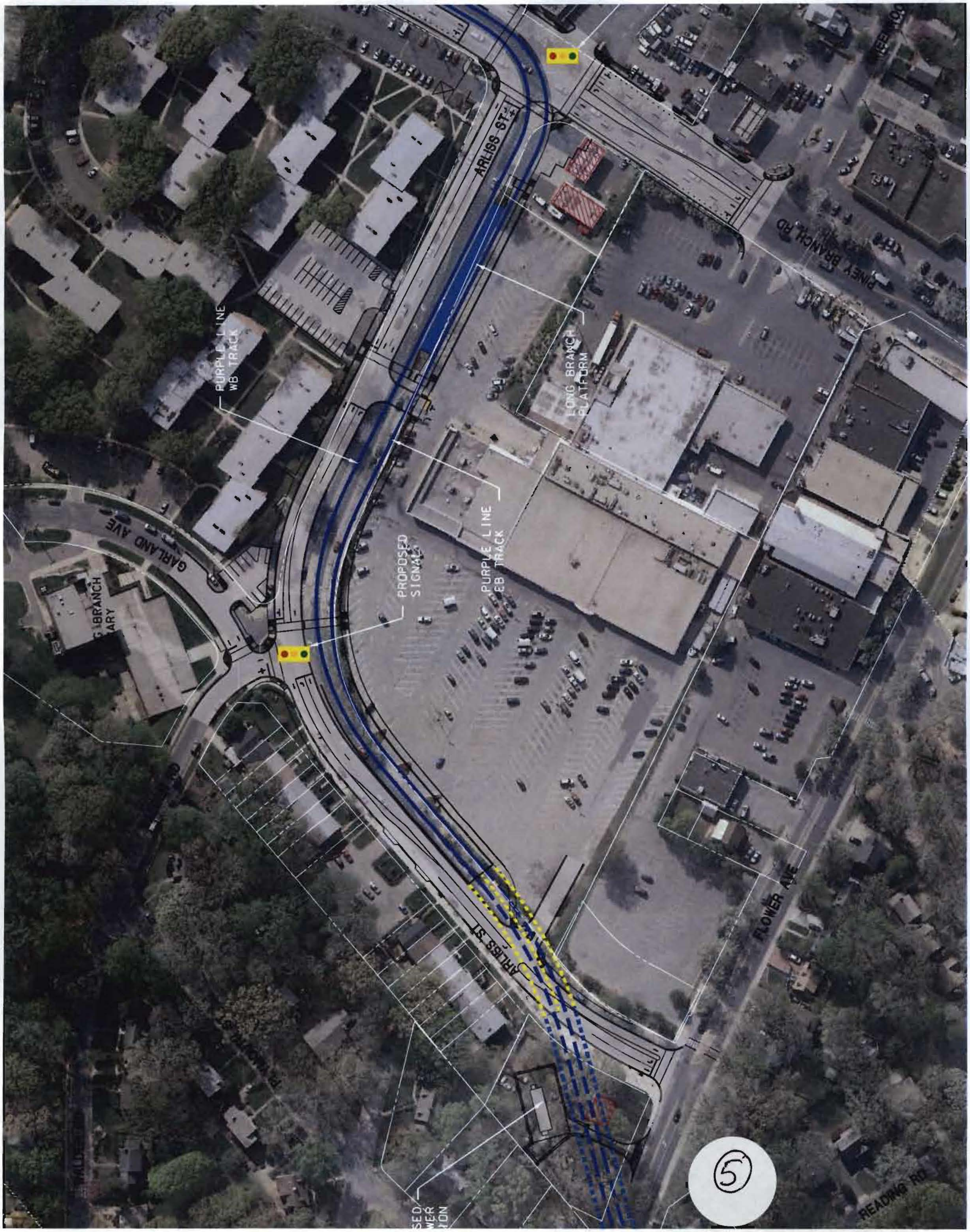
7. Average Household size is based on data for District 5 From Council Districts by the Numbers

8. Real and personal property tax rates based on FY14 approved budget.

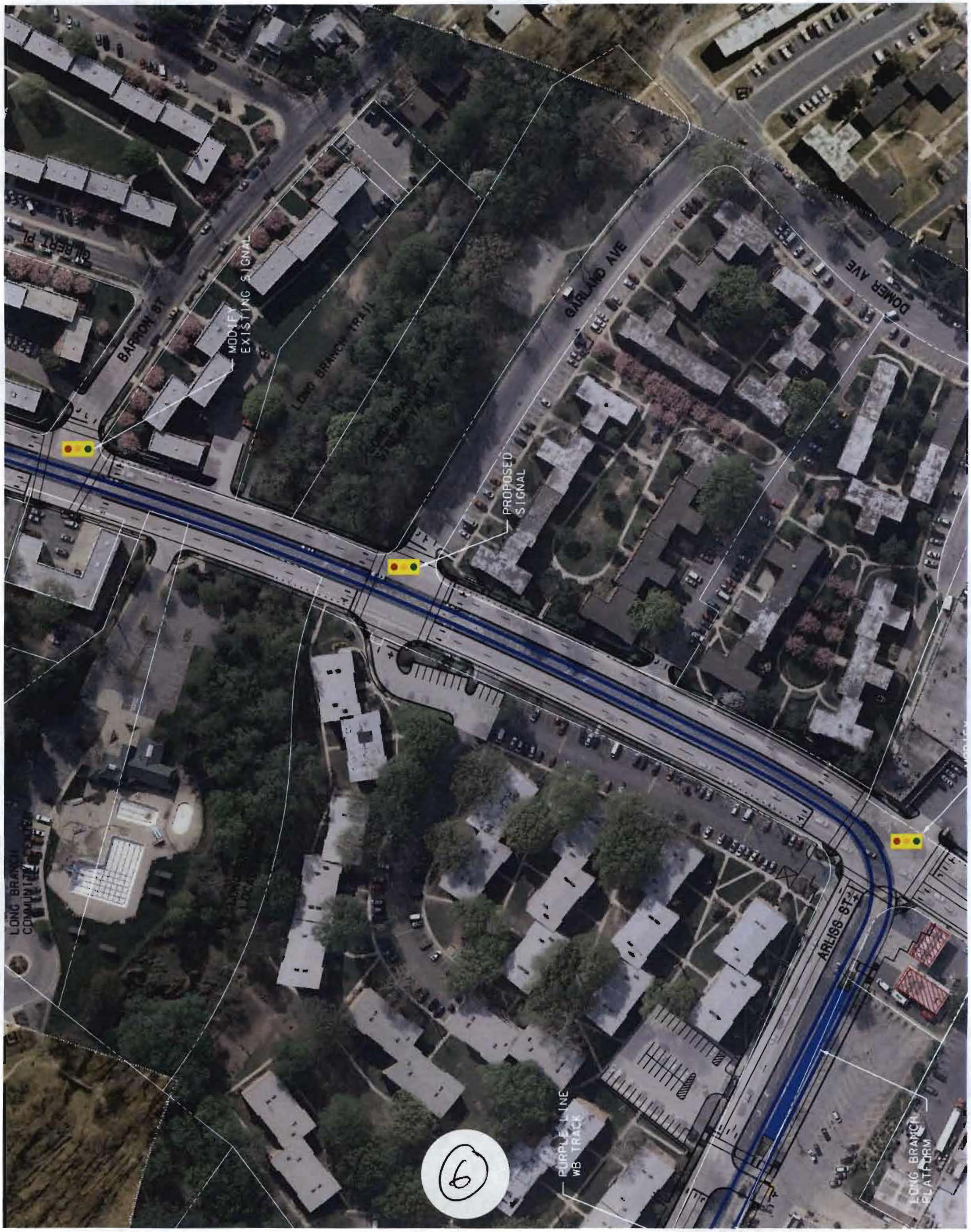
9. MCPS schoolchildren generation based on DPS- student generation rates by unit type: Used .595 for single family, .248 for Existing multi-family (predominantly garden style apts.) and .114 for Interim and Long term multi-family (predominantly high/low rise apts.)

10. 2.7% of population are Montgomery College students per FY14 approved budget

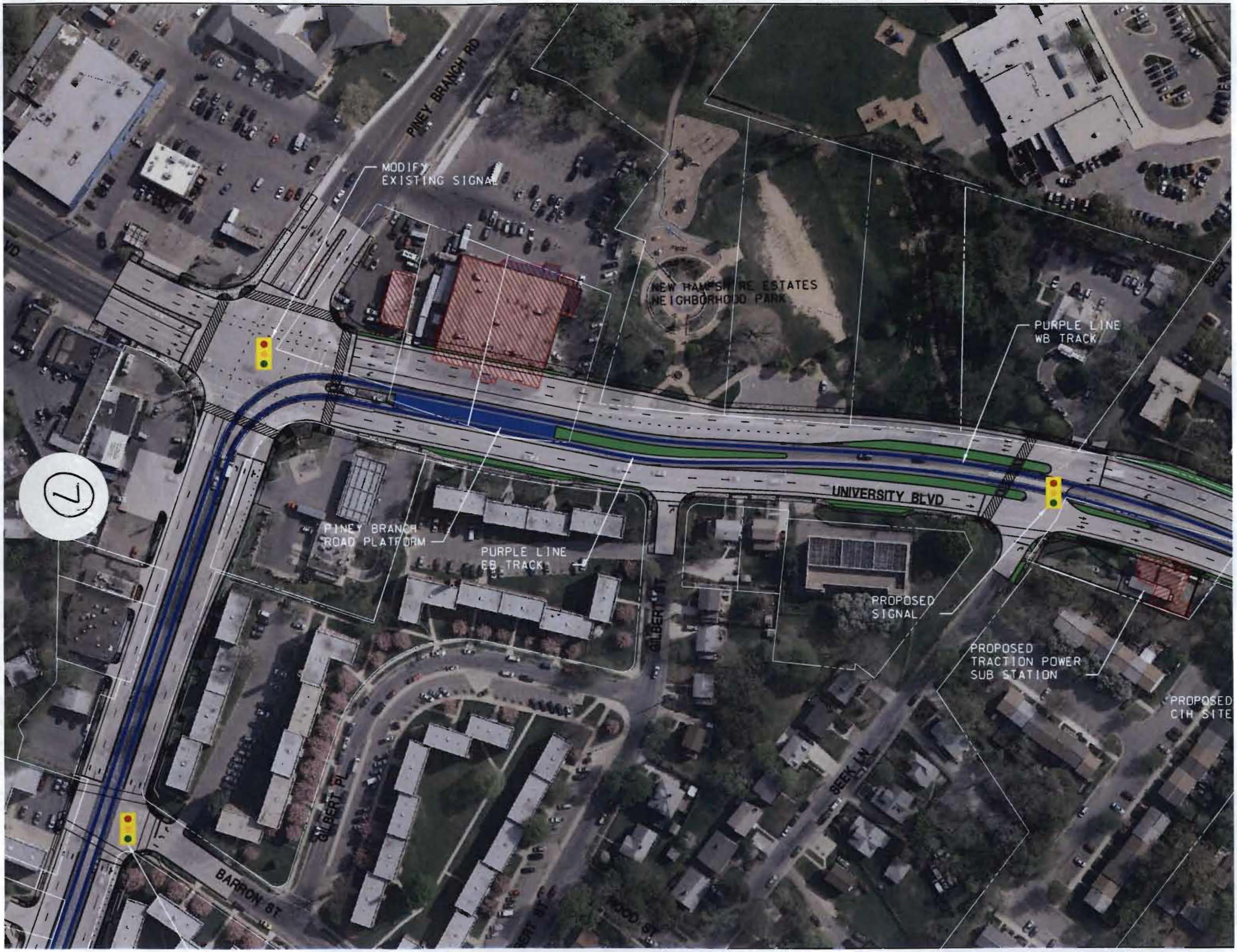
11. 60% of the jobs created are Montgomery County residents



ARLISS ST
PINEY BRANCH RD
PURPLE LINE WB TRACK
LONG BRANCH PLATFORM
PURPLE LINE EB TRACK
PROPOSED SIGNAL
GARLAND AVE
ARLISS ST
FLOWER AVE
READING RD
5



GILBERT PL
BARRON ST
MODIFY EXISTING SIGNAL
LONG BRANCH TRAIL
GARLAND AVE
DOMER AVE
PROPOSED SIGNAL
ARLISS ST
LONG BRANCH COMMUNITY CENTER
PURPLE LINE WB TRACK
LONG BRANCH PLATFORM
6


PINEY BRANCH RD
MODIFY EXISTING SIGNAL
NEW HAMPSHIRE ESTATES NEIGHBORHOOD PARK
PURPLE LINE WB TRACK
UNIVERSITY BLVD
PINEY BRANCH ROAD PLATFORM
PURPLE LINE EB TRACK
GILBERT ST
PROPOSED SIGNAL
PROPOSED TRACTION POWER SUB STATION
PROPOSED CIH SITE
SEEK LN
GILBERT PL
BARRON ST
HOOD ST
7

Comments to MTA / Purple Line Team Regarding Traffic Signal at University Blvd / Piney Branch Rd

The Purple Line is planned to operate in the median of University Blvd. Travel across the transitway for cars, pedestrians, and bicyclists will be limited to signalized intersections. MTA has proposed a new traffic signal at the intersection of University Blvd and Seek Lane and to limit access at the intersection of University Blvd and Gilbert Street to right-in right-out, with a fence down the median to prevent pedestrian crossings. The Staff Draft of the Long Branch Sector Plan recommends a new traffic signal at the intersection of University Blvd and Gilbert St instead of University Blvd and Seek Lane. This signal would tie into a proposed fourth leg of the intersection (Gilbert St Extended – see page 47 and 51 of the staff draft) that would skirt the edge of the New Hampshire Estates Neighborhood Park and connect to Piney Branch Road. Planning Department staff believes that a traffic signal at the intersection of University Blvd and Gilbert St should be considered for several reasons:

- Improved station access: The proposed Piney Branch Road station is one of only two Purple Line stations along the entire 16 mile alignment that have a single-ended platform. Providing a traffic signal at Gilbert Street would permit access to the station from the south side, reducing travel time by about 2 minutes for riders traveling to and from points to the south of the station and would reduce the number of pedestrian conflicts at Piney Branch Road, potentially improving its operation.
- Safety: A new signal would promote slower vehicular speeds from all directions of travel in the immediate vicinity of the intersection. This is particularly important because of the significant volumes of pedestrians that are expected to cross University Blvd. An assessment of the appropriate speed limits should be conducted in the vicinity the Piney Branch Road station.
- Enhanced neighborhood circulation: The Long Branch Sector Plan recommends rezoning the Fox Hall Apartments at the southwest corner of Piney Branch Road / University Blvd to a mixed-use zone with a FAR of 2.5 (see page 80 of the Long Branch Sector Plan Public Hearing Draft). The traffic signal would provide additional vehicular circulation for the residents of the Fox Hall Apartments.
- Enhanced bikeway network: The traffic signal is an important component of an off-road bikeway connecting the Sligo Creek Trail and the Long Branch Trail to the Northwest Branch Trail. The shared use path would travel along Piney Branch Road, Gilbert St Extended, Barron St, and Domer Ave, and is shown as SP-79 in the Long Branch Sector Plan Public Hearing Draft.
- Context: The Long Branch area today has considerable pedestrian activity. With the additional pedestrian activity generated by the Piney Branch Road Purple Line station and the density proposed in the Long Branch Sector Plan, University Blvd will be transformed into a more urban area. SHA's agreement to convert two existing traffic lanes to a transitway shows a significant advancement in balancing the needs of all roadway users, and we believe this thinking can also be applied to signalized intersection spacing in urban environments. The spacing between Piney Branch Road and Gilbert Street is about 430 ft, similar to many other examples in Montgomery County where the focus is more on providing adequate pedestrian access, local circulation, and access to businesses than it is on higher speed through-travel including:

  MD 193 (University Boulevard)
    - Lebanon St (planned) to Shopping Center driveway (planned): 180 ft
    - Shopping Center driveway (planned) to Planned Takoma / Langley Transit Center driveway : 250 ft

  MD 320 (Piney Branch Road)
    - University Blvd to Barron St: 470 ft

- Barron St to Garland St: 370 ft

<u>MD 97 (Georgia Avenue)</u>
- Ellsworth Street to Wayne Ave: 210 ft
- Wayne Ave to Bonifant St: 300 ft
- Bonifant St to Thayer Street: 100 ft
- Thayer Street to Silver Spring Ave: 430 ft
- Silver Spring Ave to Sligo Ave: 400 ft

<u>MD 355 (Wisconsin Avenue)</u>
- East-West Highway to Montgomery Lane: 280 ft
- Montgomery Lane to Elm St: 270 ft
- Bethesda Ave to Leland St: 320 ft

<u>MD 187 (Old Georgetown Road)</u>
- Wisconsin Ave to Edgemoor Ln: 370 ft
- Edgemoor Ln to Woodmont Ave: 280 ft

<u>US 29 (Colesville Road)</u>
- US 29 from Fenton St to Spring St: 430 ft

- <u>Placemaking</u>: Currently, the planned Piney Branch Road station area is an area that people travel through, rather than identifying as a destination. A new signal would help to delineate the immediate station area and promote slower vehicular speeds.

An alternative would be to provide a pedestrian and bicycle signal at this intersection instead of a full traffic signal. This would achieve the main benefits of a signal at the intersection – station access and an off-road bikeway – and would only be activated when triggered by a pedestrian or bicyclist.

PH 7/19/13 LONG BRANCH SP

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SBF
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MONTGOMERY COUNTY PLANNING BOARD

THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

OFFICE OF THE CHAIR

July 3, 2013

073152

RECEIVED

2013 JUL -8 AM 9:13

The Honorable Nancy Navarro, President
Montgomery County Council
Stella B. Werner Council Office Building
100 Maryland Avenue
Rockville, Maryland 20850

The Honorable Nancy Floreen, Chair
Planning, Housing and Economic Development Committee
Montgomery County Council
Stella B. Werner Council Office Building
100 Maryland Avenue
Rockville, Maryland 20850

Dear Ms. Navarro and Ms. Floreen:

The purpose of this letter is to transmit an updated traffic analysis for the Long Branch Sector Plan. This analysis was done after the sector plan was transmitted to Council in order to capture the changes to University Boulevard that the Maryland Transmit Administration (MTA) is planning to implement as part of the Purple Line project. Whereas the Purple Line plan originally envisioned widening University Blvd to accommodate six through traffic lanes with the Purple Line in the median, MTA is now proposing to convert two existing traffic lanes to accommodate the transitway in the median of University Blvd. The updated traffic analysis also assumed the increases in density put in place by the Planning Board after the original traffic analysis was completed for the staff draft.

The new traffic analysis found that the Sector Plan area could experience congestion in excess of the existing standard at the intersection of University Blvd and Piney Branch Rd, which would fail both the 1600 CLV standard during the evening peak hour (1615) and the 1.0 Highway Capacity Manual (HCM) volume-to-capacity ratio standard during the morning and evening peak hours (1.06 for both). This occurs even though the analysis assumes an aggressive non-auto driver mode share (NADMS) goal and several improvements to the intersection.

The Planning Board, at its meeting held June 20, 2013, discussed the idea of raising the congestion standard in Long Branch but decided not to forward a recommendation. There was

8787 Georgia Avenue, Silver Spring, Maryland 20910 Phone: 301.495.4605 Fax: 301.495.1320
www.montgomeryplanningboard.org E-Mail: mcp-chair@mncppc-mc.org

a general concern by a majority of Board members that the question of the appropriate congestion standard should be addressed when the Subdivision Staging Policy is next considered, and all stakeholders have an opportunity to weigh in on the relative merits of changing the standard at the applicable Purple Line station areas.

Of course, should the Council adopt the land uses and densities shown in the Planning Board draft, the APFO tests would have to be satisfied by any proposed project as part of the development review process.

If you have any questions, please contact David Anspacher at 301-495-2191 or Tom Autrey at 301-495-4533.

Sincerely,

Françoise M. Carrier
Chair

Enclosure

cc: Glenn Orlin
Rose Krasnow
Valdis Lazdins
Melissa Williams
Mary Dolan
Tom Autrey
David Anspacher

Phase II AM (PM)						
Intersection	Critical Lane Volume			HCM		
	CLV	V/C Ratio	Level of Service	Delay (sec)	Level of Service	V/C Ratio
Piney Branch Rd and University Blvd	1645 **(2089)**	1.03 (1.31)	F (F)	75.3 (137.2)	E (F)	**1.14 (1.42)**
Piney Branch Rd and Sligo Creek Pkwy	**1714 (1703)**	1.07 (1.06)	F (F)	60.7 (59.3)	E (E)	**1.04 (1.10)**

Phase II With Improvements AM (PM)						
Intersection	Critical Lane Volume			HCM		
	CLV	V/C Ratio	Level of Service	Delay (sec)	Level of Service	V/C Ratio
Piney Branch Rd and University Blvd	1382 (1615)	0.86 (1.01)	D (F)	60.7 (75.6)	E (E)	1.06 (1.06)
Piney Branch Rd and Sligo Creek Pkwy	1594 (1339)	1.00 (0.84)	E (D)	39.1 (77.9)	D (E)	0.96 (0.92)

12

Capacity Analysis Results
AM (PM)

Intersection	No Build		With Improvements		Improvement Evaluated
	CLV	HCM v/c	CLV	HCM v/c	
Piney Branch Rd and University Blvd	1645 **(2089)**	**1.14 (1.42)**	1382 (1615)	1.06 (1.06)	Additional SB left turn lane; Conversion of EB right turn lane to through-right
Piney Branch Rd and Sligo Creek Pkwy	**1714 (1703)**	**1.04 (1.10)**	1594 (1339)	0.96 (0.92)	MD 320: conversion of NB left turn lane to through-left, conversion of SB left turn lane to through-left and through-right lane to exclusive right

13

(14)

Maryland State Highway Administration
Turning Movement Summary and Level of Service

Prepared by: **Sabra, Wang & Associates, Inc.**

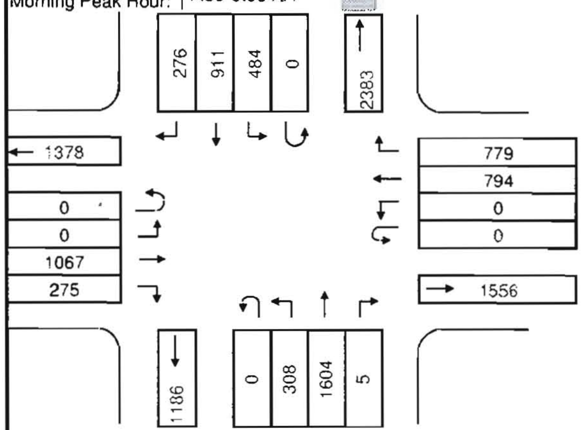
Count Date:
Conditions: Phase II
Design Year:

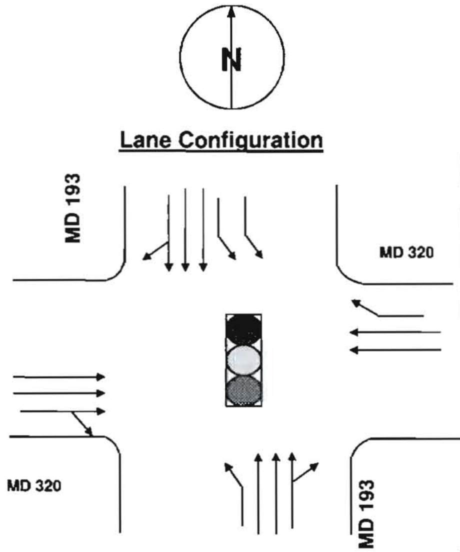
Location: MD 320 at MD 193

Computed by:

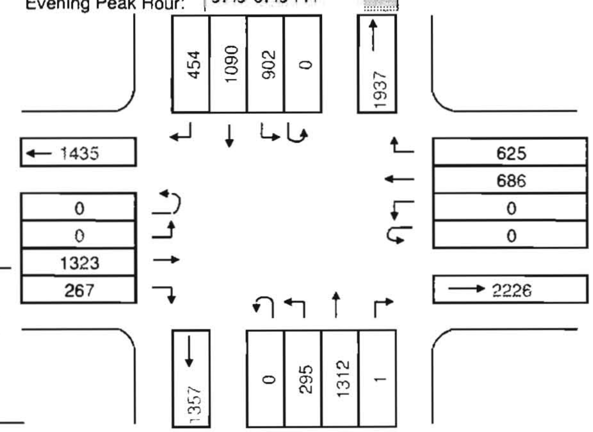
Date 7/10/2013

Morning Peak Hour: 7:30-8:30 AM



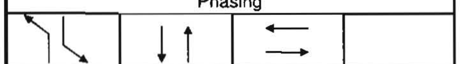


Evening Peak Hour: 5:45-6:45 PM



Number of Lanes	Lane Use Factor	Service Level	Critical Lane Vol	Opposing Volume (VPH)	PCE
1	= 1.00	A	<= 1000	<= 199	1.1
2	= 0.53	B	<= 1150	<= 599	2.0
3	= 0.37	C	<= 1300	<= 799	3.0
4	= 0.30	D	<= 1450	<= 999	4.0
5	= 0.25	E	<= 1600	> 1000	5.0
Dbl-Lt	= 0.60	F	> 1600		

Phasing



RTOR/Overlap
- [x] Northbound
- [x] Southbound
- [x] Eastbound
- [x] Westbound

Split Phasing
- ○ East/West
- ○ North/South
- ◉ None

Inx. Control
- ◉ Signal
- ○ Stop

Phase	Movement	Volume 1	Lane Use Factor - 2	Lane volume 1 X 2	Opposing Movement	Critical ln. volume	*	Phase	Movement	Volume 1	Lane Use Factor - 2	Lane volume 1 X 2	Opposing Movement	Critical ln. Volume	*
	NBTR	1609	0.37	595	257	852	*		NBTR	1313	0.37	486	478	964	*
	SBTR	1187	0.37	439	308	747			SBTR	1544	0.37	571	295	866	
	EBTR	1342	0.37	497	0	497			EBTR	1590	0.37	588	0	588	*
	WBR	522	1.00	522	0	522	*		WBT	686	0.53	364	0	364	
Remarks:			* Critical volume		Total	1374		Remarks:			* Critical volume		Total	1552	
					Level of service (V/C)	0.86	D						Level of service (V/C)	0.97	E

MONTGOMERY COUNTY DEPARTMENT OF PARKS
THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

July 18, 2013

Nancy Navarro, President
Montgomery County Council
Stella Werner Office Building
100 Maryland Avenue
Rockville, Maryland 20850

Re: Request for approval to use to use Advance Land Acquisition Revolving Funds (ALARF) to acquire real property as an addition to Long Branch Local Park.

Dear President Navarro:

The Maryland-National Capital Park and Planning Commission has negotiated a Land Purchase Agreement with the owner of the former Miles Glass Company property located at 8714 Piney Branch Road in Silver Spring. The Commission is interested in acquiring this property as an addition to its Long Branch Local Park. This park is a high use facility that contains the Long Branch Outdoor Pool and the Long Branch Community Center that serves our down-county residents with invaluable recreation opportunities.

The site proposed for acquisition contains 27,002 square feet (0.62 acres) and is improved with a two story concrete block and steel building that was used as an office, warehouse, fabrication, and retail showroom by Miles Glass for more than 50 years. The building contains approximately 10,500 square feet and is served with customer and employee parking areas. Miles Glass Company closed down its operations in December of last year and the owners are anxious to sell the property. Attached Figure 1 shows the property outlined in red.

Our interest in taking advantage of this acquisition opportunity is two-fold. First, the Approved and Adopted Purple Line Functional Plan dated September 8, 2010 recommends a median transitway on Piney Branch Road between Arliss Street and University Boulevard. For operational and safety reasons, the transitway in the median will prohibit left turns into and out of all midblock driveways and unsignalized intersections on Piney Branch Road. This restriction will cause access problems for patrons of the Long Branch Pool and Community Center entering from the west and existing to the east on Piney Branch Road. By acquiring the Miles Glass property the driveway to the Pool and Community Center can be realigned to intersect with Piney Branch Road as it signalized intersection with Barron Street. The realigned driveway, which will be implemented with the construction of the Purple Line, will eliminate the access problems created by the transitway being in the median.

Second, the Planning Board "Draft" of the Long Branch Sector Plan, which was recently submitted to the Council for approval, recommends as a transportation improvement extending Glenville Road south from its existing cul-du-sac terminus to Piney Branch Road, opposite its intersection with Barron Street. The acquisition of the Miles Glass property will also facilitate the eventual Glenville Road Extension project, though that extension is probably many years off. Attached Figure 2 shows the general location of the realigned park access road and Glenville Road Extension as it relates to the Miles Glass property which is outlined in red.

Glenville Road Extended, the realigned driveway serving the Long Branch Pool and Community Center, and the Purple Line should ultimately function well as complimentary transportation improvements serving the Long Branch community.

To complete this acquisition the Commission would like to fund this purchase with monies from its Advance Land Acquisition Revolving Fund (ALARF). Presently the fund has a balance of approximately $9 million. The purchase price of the Miles Glass property is $1,215,000.00, which is supported by independent appraisals.

As required by Maryland Code Annotated, Land Use §18-402 (formerly Article 28, §7-106), when ALARF funds are to be used the Commission must first receive District Council approval before this expenditure can be made. Would you therefore please include this matter for Council consideration during one its next regularly scheduled meetings. It would be helpful to all concerned if this matter could come before the Council before it breaks for summer recess.

Please let me know the time and date when this matter will be scheduled before the Council so that I can plan to attend to present the Planning Board's recommendation in this regard.

I have also attached a draft resolution that should be helpful to the Council as it considers this matter.

Thank you for your attention. If you have any questions, please call me at 301-495-2500.

Sincerely,

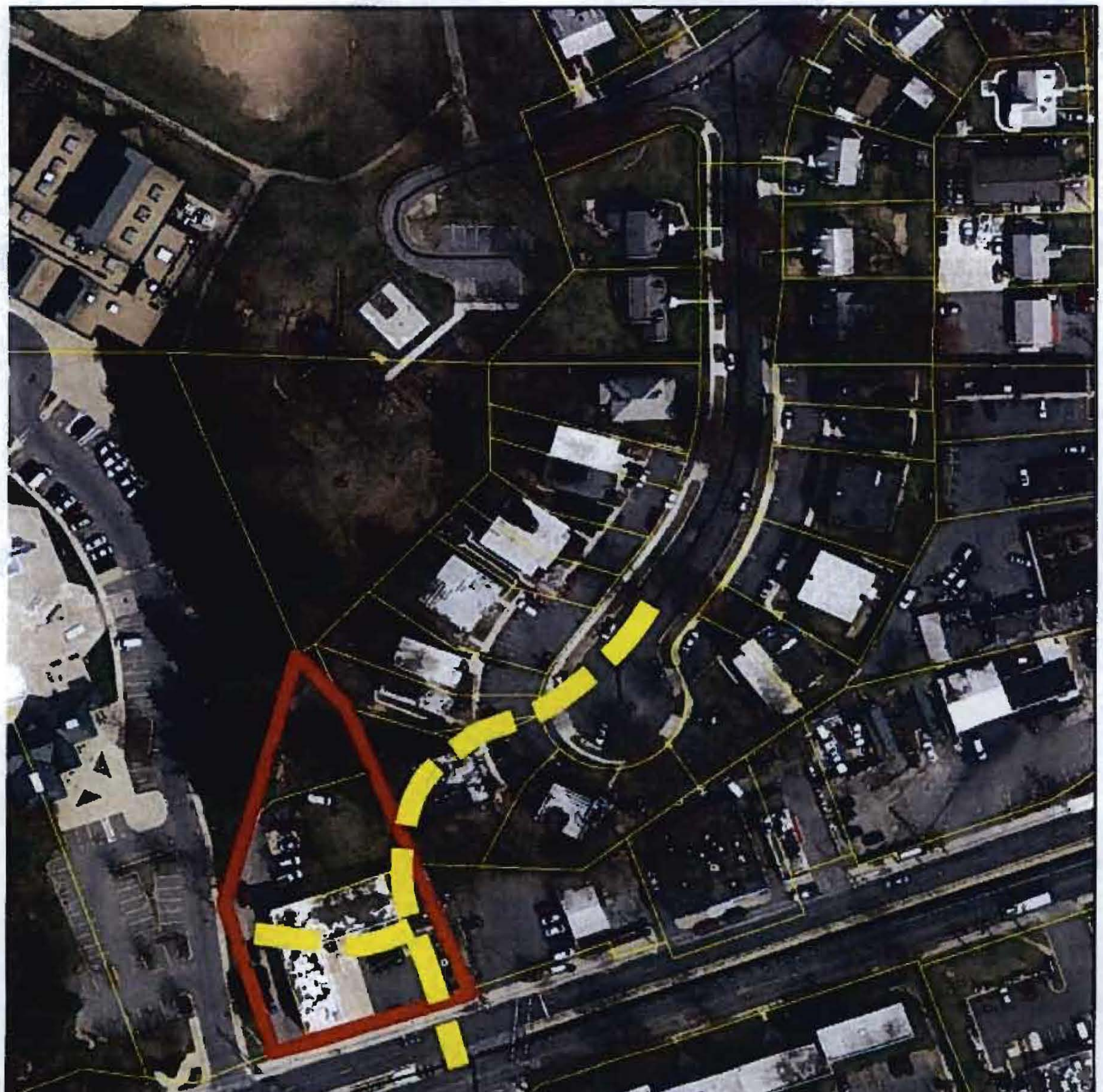
Mary R Bradford

Mary Bradford
Director of Parks

cc: Françoise Carrier, MCPB Chair

Figure 1: Former Miles Glass Property

Figure 2: Former Miles Glass Property



DRAFT

Resolution No.:
Introduced:
Adopted:

COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND SITTING AS THE DISTRICT COUNCIL FOR THAT PORTION OF THE MARYLAND-WASHINGTON REGIONAL DISTRICT WITHIN MONTGOMERY COUBTY, MARYLAND

By: District Council

SUBJECT: Acquisition of Real Property from Jeffrey Bedard, Trustee of the Walter Miles, Jr. Testamentary Trusts, in the Silver Spring area of Montgomery County as Parkland for Long Branch Local Park and Future Right-of-Way for Glenville Road Extended.

BACKGROUND

1. The Montgomery County Council has approved the establishment of an Advance Land Acquisition Revolving Fund for the Maryland-National Capital Park and Planning Commission. The fund was originally created through a $7 million bond issue in FY-72 and supplemented with a $5 million bond issue in FY-90, a $2.2 million bond issue in FY-94, and a $2 million bond issue in FY- 05.

2. The Montgomery County Council has provided for expenditures from this fund in Fiscal Year 2014.

3. The Maryland-National Capital Park and Planning Commission has requested the Council's approval to acquire the below-described real property, in the Silver Spring area of Montgomery County, as an advance land acquisition to provide parkland for Long Branch Local Park and future right-of-way for Glenville Road Extended.

4. The subject property will be acquired from a willing seller for a master planned public purpose.

ACTION

The County Council for Montgomery County, Maryland, sitting as District

Council for that portion of the Maryland-Washington Regional District within Montgomery County, approves the following resolution:

The County approves the acquisition by The Maryland-National Capital Park and Planning Commission of the below described real property and the demolition of the improvement thereon:

1. That land owned by Jeffrey Bedard, Trustee of the Walter Miles Jr. Testamentary Trusts as described in deeds dated September 23, 1987 and recorded on September 30, 1987 among the Land Records of Montgomery County, Maryland in Liber 7939 at folio 742, Liber 7939 at folio746, and Liber 7939 at folio 751, containing a total of 27,002 square feet (0.62 acres), more or less, improved.

   Being that property located in Montgomery County, Maryland at the 8714 Piney Branch Road, Silver Spring, Maryland 20901 and identified by the Maryland Department of Assessments and Taxation as Tax Account No's. 13-01-00970640 and 13-01-00970627 and 13-01-00970638.

2. The subject property will be used to provide parkland for Long Branch Local Park and future right-of-way for Glenville Road Extended and is for a necessary and proper public purpose.

3. The total cost of the acquisition described in (1) above shall not exceed the sum of One Million Two Hundred Fifteen Thousand and .00/100 Dollars ($1,215,000.00).

4. The total cost of the demolition of the improvement located on the acquisition described in (1) above shall not exceed Two Hundred Thousand and .00/100 Dollars ($200,000.00)

5. This action is in compliance with Chapter 780, Laws of Maryland, as amended.

This is a correct copy of Council action.

____

Linda Lauer, Clerk of the Council

N:\Share\Bill-Gries\Resolution.4-27-07

PHED Committee #1B
July 22, 2013

MEMORANDUM

July 18, 2013

TO: Planning, Housing, and Economic Development (PHED) Committee MM

FROM: Marlene Michaelson, Senior Legislative Analyst

SUBJECT: Long Branch Sector Plan

This is the Planning, Housing, and Economic Development (PHED) Committee's first worksession on the Long Branch Sector Plan. A separate memorandum from Glenn Orlin addresses the transportation issues in the Plan. The topics to be covered at this meeting are the Sector Plan's approach to addressing affordable housing and the proposed rezoning of existing higher density housing, staging, and the Flower Theater. The meeting on the 29th will address the property specific zoning, sustainability, community facilities, and any follow-up issues from the first meeting.

Councilmembers should bring their copy of the Plan to the meeting.

Background

The Long Branch Sector Plan covers an area of about 241 acres in the eastern portion of the County between Langley Park and Silver Spring. Part of the Plan area is in the City of Takoma Park. Two Purple Line stations are proposed in Long Branch and the Sector Plan envisions a mixed-use pedestrian friendly, multi-cultural community, served by light rail transit. The Plan's principles are listed on page 9 and include the overarching themes of community; land use zoning and character; mobility; and sustainability.

Several prior efforts have attempted to foster commercial redevelopment in Long Branch and address safety issues. The Commercial Revitalization Overlay Zone (CROZ) was created after the 2000 Master Plan for East Silver Spring to encourage revitalization by providing flexibility in development standards. The County Executive created a Long Branch Task Force in 2002 with a three-year term and then a Long Branch Advisory Committee in 2006. County departments and the Urban Land Institute completed a variety of studies addressing market conditions, safety, and revitalization (described on pages 6 and 7 of the Plan). However, Long Branch has still not experienced significant reinvestment or physical improvements and it is hoped that the Purple Line, combined with the changes recommended in the Sector Plan, can be the catalyst for change. In Long Branch, meaningful change requires a combination of both land use/zoning and operational programs to be implemented by the County Government or other entities.

Development Levels

The following chart summarizes the development in the Long Branch Planning area, including existing development, zoned capacity, and proposed development for both the first and second stages of development proposed in the Plan.

DEVELOPMENT LEVELS IN LONG BRANCH				
			Proposed	
Land Use	**Existing**	**Holding Capacity**	**Interim**	**Long Term**
Commercial (sf)	532,815	917,987	520,502	707,760
Residential, Single-Family (DU)	372	616	372	357
Residential, Multifamily (du) o Naturally occurring affordable	1,804 882	3,260 n/a	2,892 938	6,665 n/a
o Subsidized or income restricted housing[1]	567	n/a	837 (includes 270 MPDUs)	1,624 (including 787 MPDUs)
Institutional (sf)	19,217	n/a	19,217	19,217
Public Facilities (sf)	52,804	n/a	approx. 54,004	approx. 54,004
Parkland (sf)	1,590,376		1,655,376[2]	1,720,376

As indicated in the chart, over the long term, the Plan's recommendation would reduce the potential for commercial development and could lead to a tripling in the amount of multifamily units. While the overall number of affordable units would not decrease significantly, they would shift from naturally occurring affordable units to being both Moderately Priced Dwelling Units (MPDUs) and other forms of subsidized or government regulated housing. Interim development would not result in significant redevelopment of existing housing, but could generate a significant amount of new housing, including additional MPDUs.

AFFORDABLE HOUSING

Long Branch contains one of the greatest concentrations of poverty and naturally occurring affordable housing in the County. The Sector Plan makes several recommendations to preserve and increase the stock of affordable housing. In doing so, it makes a number of assumptions about housing policy that have not been addressed or resolved by the Council. In Staff's opinion, these policies need to be addressed on a countywide basis and not determined in a single Sector Plan with the potential for

[1] Includes voucher, tax credit and income restricted units.
[2] Includes approximately 65,000 square feet of new parkland.

differing and perhaps conflicting policies in other master plans. Some of the issues that need to be addressed include the following:

1. Should the County have a policy that each sector plan and master plan should result in no net loss of affordable housing? If so, should such a policy differ depending on the existing stock of affordable housing in the area, particularly if most of the affordable housing is "naturally occurring" rather than income-restricted?
2. What is the rationale for requiring more affordable housing in Long Branch (e.g., 15 percent MPDUs) than other parts of the County and is it justified?
3. Are the Plan's recommendations to encourage a continued concentration of affordable housing in Long Branch contrary to County policy to have this housing spread throughout the County?
4. Under what circumstances should the County encourage the redevelopment of the existing housing stock (e.g., if buildings are vacant or unable to meet building codes with reasonably priced repairs)? Under what circumstances should the County design strategies to encourage investments in existing buildings and discourage redevelopment?
5. What County policies and programs should be developed to deal with displaced residents when housing redevelops and displaced businesses when commercial centers redevelop? Should those programs be developed before properties are rezoned?

Staff believes that these important issues need to be addressed before properties are rezoned and that the Sector Plan should not, at this time, recommend the rezoning of all large residential developments included in the Long Term Development section of the Sector Plan[3]. Instead, it should note that the zoning for these properties should be revisited after the broad policy questions are resolved. Staff notes that owners of properties identified for Long Term Development have expressed little, if any, interest in near term redevelopment. Moreover, the Interim Development recommendations could result in approximately 1,100 new housing units.

Perhaps the easiest way to implement this recommendation would be to just remove the recommendations for second stage rezoning. Staff has asked Planning Department staff to indicate whether there are any properties recommended for rezoning in the second stage that should be addressed in this Sector Plan and they will be prepared to respond at the Committee worksession. One issue that should be addressed in this Plan is the location of a civic green. This will be discussed at the next Committee worksession.

While Staff is not recommending rezoning many of the existing multifamily units, Planning Department research suggests that many Long Branch residents are struggling to pay existing rents and the completion of the Purple Line could lead to increases in rents and, therefore, this issue deserves attention. Attached on © 1 to 16 is the Planning Department's Affordable Housing Analysis. Time permitting, the Committee may want to receive a briefing on the analysis and its implications for Long Branch.

---

[33] The interim development recommendations are focused primarily on existing commercial areas and Housing Opportunities Commission (HOC) housing. Since new zoning would be mixed-use, it would allow for commercial redevelopment as well as new housing.

Staging

The Plan recommends two Sectional Map Amendments (SMAs), similar to the original recommendations in the Chevy Chase Lake Sector Plan. If the Council concurs with the Staff recommendation to defer making zoning recommendations for the existing multi-family residential properties, then it will probably not be necessary to include staging or a recommendation for two SMAs in the Sector Plan. If the Council decides to include zoning for these properties in the Sector Plan and staging is required, then Staff recommends changing the staging approach to mirror the one used in Chevy Chase Lake and all other master plans that have included staging, rather than having two SMAs.

FLOWER THEATER

Page 29 of the Sector Plan addresses the Flower Theater and Shopping Center and finds that, while it meets the criteria for designation of the Historic Preservation Ordinance, "the public interest in revitalization outweighs the benefits of their designation in the Master Plan for Historic Preservation. As such, the Flower Theater, limited to the theater façade, two adjoining shoulders and second wall plane to a depth of 40 feet from the theater building line, are to be placed on the Locational Atlas and the Index of Historic Sites."

The Council received significant testimony on this recommendation. While the property owner and a few individuals supported the Plan's recommendation, most of the testimony asked the Council to designate the entire theater and shopping center historic.

Attached on © 17 to 23 is a memorandum from Council Legislative Attorney Jeff Zyontz addressing the two primary issues the Planning Board recommendation raises: whether the entire theater and shopping center should be designated and whether it is appropriate to place the resource (however it is defined) on the Locational Atlas or designate it as historic. Mr. Zyontz agrees with the Planning Board recommendation to limit designation to the theater façade and adjoining shoulders and wall as defined in the Sector Plan. He does not, however, agree with the recommendation to place it on the Locational Atlas and instead recommends designation on the Master Plan for Historic Preservation with the provision of very specific guidelines for the approval of future historic area work permits and redevelopment of the full shopping center.

f\Michaelson\1PLAN\1MSTRPLN\Long Branch\Packets\130722cp.doc

LONG BRANCH AFFORDABLE HOUSING ANALYSIS

November 19, 2012

Executive Summary

The Long Branch Sector Plan encourages development of higher density housing stock, in conjunction with mixed use retail, around the planned Purple Line transit stations. The purpose of this study is to assess how redevelopment of the three largest apartment complexes - Flower Branch Apartments, Good Acres Apartments[1], and Fox Hall Apartments – could impact the number of affordable rental units in the Sector Plan.

The following are the major findings of the study:

- The Sector Plan Area currently has 1,464 multi-family apartment units, 938 of which are in the three apartment complexes - Flower Branch, Good Acres, and Fox Hall Apartments. After redevelopment, the Sector Plan could increase to 2,142 units, with a 1,616 unit increase in the three apartment complexes.
- Redevelopment of the three apartment complexes could result in higher rents, a potential 20 to 40 percent rent increase.[2] However, if redevelopment does not occur, rents could be expected to increase by 10 to 20 percent.[3]
- Redevelopment will result in the loss of 882 existing units affordable to low-to-moderate income households but will create up to 242 Moderately Priced Dwelling Units (MPDUs) affordable to the same income segment for a period of 99 years.[4]
- Redevelopment will result in a net gain of 1,358 units affordable to middle income/workforce households (earning between 65% and 100% AMI). Redevelopment is expected to create 1,414 units affordable to middle income households compared to the 56 existing units.
- If the three properties did not redevelop but remained in their current condition, rent increases associated with the Purple Line stations could reduce the 882 at-market units

Table 1: Development Scenarios for Flower Branch, Good Acres, and Fox Hall

	Existing	Future: Purple Line & No Redevelopment	Future: Purple Line & Redevelopment
Affordable to Low-to-Moderate Income Households *earning 65% AMI*	882 at-Market	702 at-Market	242 MPDUs
Affordable to Workforce Households *earning 65% to 100% AMI*	56 at-Market	236 at-Market	1,414 at-Market
Total Unit	938	938	1,656

[1] A portion of Good Acres Apartments is also referred to as Pine Ridge Apartments. In this study, the terminology Good Acres includes both Pine Ridge and Good Acres Apartments.

[2] The rent increase assumes redevelopment today. Without a defined timeframe or more details about the structure of the future development, rents cannot be predicted.

[3] Cervero et al. 2004. Transit-Oriented Development in the United States: Experiences, Challenges, and Prospects. Transportation Research Board, TCRP Report 102.

[4] Assumes developer will use the maximum MPDU requirement of 15% as recommended by the Sector Plan.

affordable to low-to-moderate income households to 702 units and would not result in any MPDUs.

It is important to note that residential density increases are also recommended on an additional twelve sites in the Long Branch Sector Plan, many of which do not currently have housing. Reaching maximum density on these sites could produce an additional 323 MPDUs and 2,344 at-market units.

Although redevelopment of Good Acres, Flower Branch, and Fox Hall could result in a loss of market affordable housing affordable to low-to-moderate income households, it will result in a net increase of units affordable to the workforce (middle income households).

Montgomery County's rental housing market is currently characterized by very low vacancy rates and high demand. A previous study by the Planning Department in 2008 indicates a countywide shortage of between 43,000 and 50,000 units affordable to households earning less than the median income.[5] An increase in densities for multi-family rental, particularly with larger unit sizes, will help to fill this housing gap by providing more housing options.

Introduction

The Planning Department developed an approach to estimate the number of market affordable and rent-restricted housing units in the Long Branch Sector Plan using the following steps:

[5] Tate, Lisa Madigan and Megan Taylor. 2008. "Analysis of the Supply & Demand for Housing." *M-NCPPC Research & Technology Center.* Montgomery County Planning Department.

Housing affordability can be defined in many ways. For the purposes of this analysis, affordable housing is divided into three groups:

Market Affordable to Low-to-Moderate Income Households: Rents are not subsidized, but are affordable to households earning 65% of the region's AMI. The rents are determined by the market and may be affordable because of lower market demand of the units, which can be affected by the quality or location of the units.

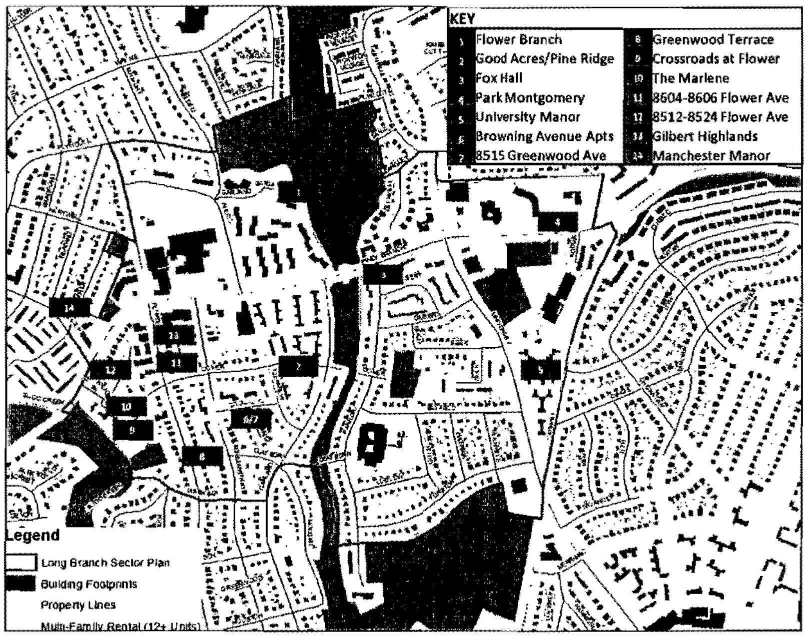
Market Affordable to Middle Income: Rents are not subsidized, but are affordable to households earning 65% to 100% of the region's AMI. The rents are determined by the market and the units are available to a household at any income level. Middle Income also refers to the County's Workforce Households.

Rent-Restricted Affordable to Low-to-Moderate Income Households: Rents are subsidized because the apartment building participates in federal or local affordable housing program such as Low Income Housing Tax Credits, Project Based Section 8, Opportunity Housing or the Housing Initiatives Fund. Rents for units participating in these programs remain affordable to low and very low-income households.

2

1. ***Define Affordable:*** Determine the maximum rent that low-to-moderate income and middle income households can afford.
2. ***Existing Market Affordable Units:*** Produce an estimate of the number of existing market units that are renting at or below the maximum affordable rents determined in step one.
3. ***Existing Rent-Restricted Affordable Units:*** Determine the total number of rent-restricted affordable housing units through a review of existing housing subsidy programs.

Figure 1: Map of Multi-Family Apartment Buildings in the Long Branch Sector Plan



4. ***Redevelopment Scenario:*** Conduct a market analysis of Long Branch and surrounding neighborhoods to determine achievable rents for a new higher density multi-family development. Estimate the number of market affordable units that can exist in the future redevelopment based on future rents and calculate the number of MPDUs that will be required for new development.

The following sections of this report will outline the methodologies used to estimate both market-affordable and rent-restricted affordable housing. The final component of this analysis explores the future redevelopment scenario, the number of MPDUs that would be produced, and how an increase in rents could affect existing market affordable housing.

Background

The Sector Plan Area has fourteen multi-family apartment buildings (buildings with 12 or more units) with 1,464 units. The area has many smaller apartment buildings, but because there is little market data on smaller buildings, they are not included in this analysis.

Good Acres (8619 Piney Branch Road), Flower Branch (8628 Piney Branch Road), and Fox Hall (8715 Piney Branch Road) are the largest multi-family apartment complexes in the Long Branch Sector Plan with a combined 938 units.

Good Acres Apartments is a complex of garden-style buildings with 312 one- and two-bedroom apartments. Rent starts at $1,044 for a one-bedroom and $1,324 for a two-bedroom. Vacancy rates are low at 2%.

Flower Branch is the largest apartment complex in the Long Branch Sector Plan with 362 units. Located across from Good Acres, Flower Branch consists of nine garden-style apartment buildings. Rent for a one-bedroom starts at $969, $1,189 for a two-bedroom, and $1,478 for a three-bedroom.[6] Despite having the highest rate of turnover in the Sector Plan, Flower Branch had only one vacant unit in 2011.

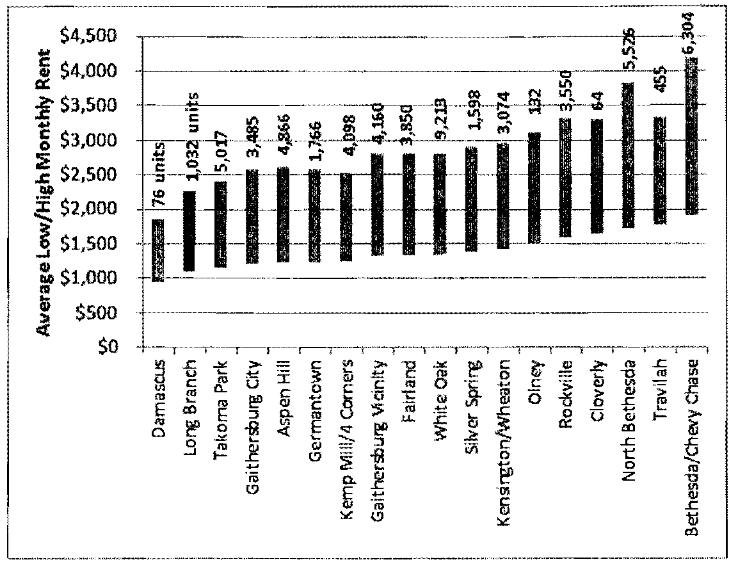
The smallest of the three buildings, Fox Hall is a garden-style complex with 264 units. Rents start at $735 for an efficiency, $925 for a one-bedroom, $1,125 for a two-bedroom, and $1,375 for a three-bedroom.

The remaining 11 Sector Branch apartments are built in a similar garden-style but include a smaller number of units ranging from 12 to 140 units per complex. Ninety percent of the apartments in the Sector Plan are one- and two-bedroom apartments.

Vacancy rates are extremely low in Long Branch at one percent compared to the county at four percent. An industry standard used to identify a "housing shortage" is a vacancy rate lower than six percent. Vacancy rates are lowest for two (0.5%) and three (1%) bedroom units.

Rents in Long Branch are lower than most of the County, which can be partially attributed to a rent-stabilization program in Takoma Park.[7] Fifty-six of the multi-family units in Long Branch are located in the City of Takoma Park and are subject to the City's rent stabilization program. As a result, the rents in these 56 units are lower than rents in other Long Branch multi-family buildings and tenants in these units seldom turnover. The rent-stabilization program does not include Good Acres, Flower Branch or Fox Hall.

Figure 2: Average Low & High Monthly Rent by Planning Area



Long Branch also has a share of the County's rent-restricted affordable housing. Of Long Branch's 1,464 units, 432 units or 30

[6] Unlike Good Acres and Fox Hall, Flower Branch does not include utilities in rent. As a result, rents are slightly lower.

[7] All rental buildings with 2 or more units in Takoma Park are subject to the Rent Stabilization Program where rent increases are capped at 70% of the Consumer Price Index. 8512-8514 Flower Avenue, 8604-8606 Flower Avenue, Gilbert Highlands, the Crossroads at Flower, and the Marlene are located in Takoma Park. Only 3 of the 5 buildings offer units at market rate/without rent-restrictions and are subject to the Rent Stabilization Program.

percent are considered rent-restricted affordable housing and 1,032 units or 70 percent are rented on at market prices. The apartment buildings with rent-restrictions participate in programs such as Low Income Housing Tax Credits, Housing Initiatives Fund, and other affordable housing programs.

Out of 1,032 units rented at market prices, 888 are market affordable to low-to-moderate income households (earning up to 65% AMI), and 144 are market affordable to middle income households (earning 65% AMI to 100% AMI).

Definition of Affordable

Housing affordability is a problem in Long Branch. Many of the existing renter households can be characterized by lower incomes and are being stretched financially to pay their housing costs or are living in poor conditions.

For the purposes of this study, low-to-moderate income households are defined as those earning up to 65% of the region's AMI ($70,000 for a family of four). By this definition, about 68 percent of the Sector Plan renter households are low-to-moderate income households.[5]

Typically middle income households are defined as households earning up to 120% of the region's AMI. To capture the lower earners of middle income households, this study defines middle income households as those earning between 65% and 100% of the region's AMI ($70,000 to $96,900 for a family of four). Using this definition, 12% of renter households in the Sector Plan Area are considered middle income households.[8]

Census estimates indicate that renter households in the Long Branch Sector Plan are spending a significant share of their incomes on housing costs. A commonly used indicator of affordability is that a household should not spend more than 30 percent of their household income on housing costs (including rent and utilities). In Long Branch, 47 percent of all renter households are spending more than 30 percent of their annual household income on housing costs.[9]

For this analysis, market affordable rents are determined by taking 25% of the household income for buildings that do not include utilities in the rent and 30% of household income for buildings that do include utilities in the rent.[10]

Using this methodology, the maximum affordable rents for a Low-to-Moderate Income Household (adjusted for household size) for buildings that do not include utilities are as follows:

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[8] Montgomery County Planning Estimate U.S. Census American Community Survey, 2006-2010, Tenure by Housing Costs as Percentage of Household Income. Includes Census Tracts 7019, 7020, 7021.01, 7022, and 7023.01. Note: This figure includes households residing in multi-family buildings, but also condo and single-family home rentals in the area surrounding Long Branch.

[9] U.S. Census American Community Survey, 2006-2010, Tenure by Housing Costs as Percentage of Household Income.

[10] Utility costs are estimated for buildings that include some utilities by using the US Department of Housing and Urban Development "Allowances for Tenant-Furnished Utilities and Other Services. Rents are adjusted to reflect this amount.

- **Efficiency: $1,021**
- **1-bedroom: $1,123**
- **2-bedroom: $1,342**
- **3-bedroom: $1,464**

Similarly, the maximum affordable rents for middle income households (adjusted for household size) for buildings that do not include utilities are as follows:

- **Efficiency unit is $1,571**
- **1-bedroom: $1,728**
- **2-bedroom: $2,064**
- **3-bedroom: $2,252**

Many apartment complexes in Long Branch include some or all utilities costs in their asking rents. For apartment complexes that include all utilities, the maximum affordable rents are adjusted to assume that households can pay 30% of their household income on rent. For apartments that include partial utilities, the rent is adjusted using HUD's Utility Allowance Schedule.

An additional factor commonly used to define affordability is overcrowding, which is defined as more than one occupant per room of the housing unit. In Long Branch, 16 percent of renter households live in crowded conditions, compared to five percent countywide. While this study does not address overcrowding, it is important to note that it is a problem in the Sector Plan Area and could be attributed to a limited supply of affordable larger apartments (three- and four-bedroom units).

For more details on the methodology used to define affordability, please refer to Reference Note 1 at the back of this report.

Table 2: Maximum Affordable Rents

	Low-to-Moderate Income Up to 65% AMI		Middle Income/Workforce Households 65% to 100% AMI	
	Utilities Not Included in Rent	Utilities Included in Rent	Utilities Not Included in Rent	Utilities Included in Rent
Efficiency	< $1,021	< $1,225	< $1,571	< $1,885
1-bedroom	< $1,123	< $1,348	< $1,728	< $2,073
2-bedroom	< $1,342	< $1,610	< $2,064	< $2,477
3-bedroom	< $1,464	< $1,756	< $2,252	< $2,702

Table 3: Long Branch Units Market Affordable to Low-to-Moderate Income Households by Number of Bedrooms

	Affordable Monthly Rent (Utilities not Included)	Affordable Monthly Rent (Utilities Included)	Total Units	Estimated # of Affordable Units	% of Total Units
Efficiency	< $1,021	< $1,225	6	6	100%
1-bedroom	< $1,123	< $1,348	521	314	60%
2-bedroom	< $1,342	< $1,610	799	628	79%
3-bedroom	< $1,464	< $1,756	137	27	20%
4-bedroom	< $1,645	< $1,833	1	1	100%
Total			**1,464**	**976**	**67%**

Table 4: Summary of Results

	Today (Existing)				Future (Post-Redevelopment)			
			Market Affordable				Market Affordable	
	Total Units	Income-Restricted Affordable to Low-Income	Low-to-Moderate Income HHs (up to 65% AMI)	Middle Income/Workforce Households (65% - 100% AMI)	Total Units	Income-Restricted Affordable to Low-Income	Low-to-Moderate Income HHs (up to 65% AMI)	Middle Income/Workforce Households (65% - 100% AMI)
Three Properties	938	0	882	56	1,616	242	0	1,414
Remaining Study Area Buildings	526	432	94	0	526	432	94	0
Total Study Area	**1,464**	**432**	**976**	**56**	**2,142**	**674**	**94**	**1,414**

Existing Market Affordable Units

In the Long Branch Sector Plan, 976 units out of 1,464 are estimated as market affordable to low-to-moderate income households and 56 units of the 1,464 are estimated to be market affordable to middle income households.

Of the 976 units with rents affordable to low-to-moderate income households, 882 are located in the three apartment complexes proposed for redevelopment. The remaining 94 units are located in other eleven multi-family buildings located in the Sector Plan.

Fifty-six of the 976 market affordable units are within the Takoma Park municipality and are subject to the Rent Stabilization Program. These units are considered market affordable because they do not carry income restrictions, but annual rent increases are capped by the Consumer Price Index.

All of the 56 units with rents affordable to middle income (workforce households) are located in Good Acres, Flower Branch, and Fox Hall Apartments.

The Montgomery County Department of Housing and Community Development (DHCA) Rental Facilities Survey provides the lowest and highest rents, vacancies, and turnover for the multi-family apartment buildings in the Long Branch Sector Plan Area.[11] Using this data, a technique is used to estimate the approximate number of units that fall at or below the maximum affordable rent for low-to-moderate income households and middle income households by unit size. For more details on the methodology, see Reference Note 2.

The number of units with market affordable rents may be impacted by the number of years a tenant resides in the property. This is

[11] Multi-family is defined as a building with 12 units or more.

because rents are typically lower for renewal tenants than for new tenants.

Seventy-four percent of the 976 units with rents affordable to low-to-moderate income households are occupied by renewal tenants. If tenants in these market affordable units were to move today, the units would likely be rented at a higher price.

It is also important to reiterate that rents for all market affordable units are dictated by market dynamics and can change at any time.[12]

Existing Rent-Restricted Affordable Units

Rent-restricted units refer to units with housing subsidies. For the purposes of this analysis, we will discuss two categories of rent-restricted affordable units – subsidies that are attached to the tenant ("tenant-based subsidies") and subsidies that are attached to the unit ("unit-based subsidies"). Tenant-based subsidies are not included in the total number of rent-restricted affordable units because they overlap with market affordable units.

Long Branch has 432 rent-restricted units with unit-based subsidies, none of which are located in the three properties. Unit-based subsidies are provided through programs such as Low-to-moderate income Housing Tax Credits (LIHTC) or through a Housing Opportunities Commission Contract. By participating in these funding programs, subsidized units are only available to qualifying low or very low income households.

[12] Except for the 56 units in Takoma Park because they are rent stabilized.

MPDU Requirements

The MPDU program requires that any new development in the County with 50 or more units provide 12.5% to 15% of the units at prices affordable to households earning up to 65% AMI. Households apply directly to the apartment building management for MPDU apartments. Units are typically offered by lottery but preference is made for families that live and work in the County. Eligibility for an MPDU is determined based on the following criteria:

- Minimum annual household income is $30,000
- Maximum annual household income:

Household Size	Maximum Income-- Garden Apartments
1	$49,000
2	$56,000
3	$63,000
4	$70,000
5	$75,500

The household must:

- have at least as many people in the household as the number of bedrooms in the apartment
- must demonstrate good credit rating that is acceptable to the apartment management; and
- be able to afford the monthly rent payments for the MPDU rental property.

An additional 120 units in Long Branch are occupied by households who participate in tenant-based subsidy programs. Thirty-seven of the 120 units are located in Good Acres, Flower Branch, and Fox Hall. Tenant-based subsidies include Housing Choice Vouchers (HCV) and the Shelter Plus Care Program.

As long as the landlord participates in the program, households with a tenant-based subsidy can reside in any unit. The subsidy is provided as a rent certificate to the landlord. Since tenants choose the unit, there can be overlap with unit-based subsidies and the 120 units with tenant-based subsidies and 432 units with unit-based subsidies cannot be combined.

Redevelopment Scenario

Based on existing market conditions, redevelopment of Good Acres, Flower Branch and Fox Hall will result in higher rents. The three apartment complexes currently have older units with few amenities and older finishes, which contribute to lower rents.

It is impossible to accurately predict achievable rents for the three redeveloped properties because the completion date and future market dynamics are unknown. However, an analysis of existing rental properties in Montgomery County indicates that if the redevelopment occurred today, the rents would be affordable to households earning the median income ($107,500 for a 4-person household).

The closest comparable new development recently occurred in Wheaton. Pricing for at-market units in the Archstone at Wheaton and the Encore at Wheaton Station is mostly affordable to middle-income households but not affordable to low-to-moderate income households. It is assumed that similar new development in Long Branch would be at a slight discount to Wheaton rents.

Higher rents would eliminate an estimated total of 976 units affordable to low-to-moderate income households in the three properties, which is 60% of the affordable multi-family units in the Sector Plan.

New development would create housing affordable to low-to-moderate households through the MPDU program. A minimum of 12.5% of the new units in the redeveloped properties are required to participate in the MPDU program, making them affordable to households earning 65% of the Washington D.C. median income. A developer can choose to designate up to 15% the units as MPDUs for a density bonus. The MPDU restriction remains tied to the unit for a period of 99 years. If the three properties are redeveloped to the recommended densities, it will result in up to 242 MPDUs.

The 37 rent-restricted units are Housing Choice Vouchers and households participating in the Shelter Plus Care program. These units will be lost unless the future owner chooses to participate in the program.

The rents for all of the units in the three properties should remain within the range affordable to middle income households earning between 65% and 100% of the Area Median Income.

'No Redevelopment' Scenario

The proposed Purple Line Station in Long Branch is expected to result in increased pedestrian traffic and could be a boost the neighborhood's economy. If the three properties remain in their current condition with no redevelopment or renovation, the advent of the Purple Line Station will likely increase existing rents.

A 2004 report by Cervero et al. reviews studies across the country that compare rents in multi-family apartment buildings with access to transit stations to similar properties without access to transit stations. They find that rents with access to transit stations are 10 to 20 percent greater than those without access to transit stations.[13]

A scenario was constructed to assume rents at Flower Branch, Good Acres, and Fox Hall increase by 20% for new tenants and 10% for existing tenants after the Purple Line is built. In this scenario, 796 units in the Sector Plan Area would be considered affordable to Low-to-Moderate Income Households – 180 fewer units than are affordable today. 236 units would be affordable to middle income households.

This study did not set out to extensively assess the impacts the Purple Line will have on the Long Branch real estate market. It could be more than ten years before the Station is built and any number of factors can impact the real estate market during that time. If redevelopment does not occur, rents for all units in Good Acres, Flower Branch and Fox Hall would be dependent on the market and could potentially rise much greater than 10% to 20% or they could remain the same as they are today.

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[13] Cervero et al. 2004. Transit-Oriented Development in the United States: Experiences, Challenges, and Prospects. Transportation Research Board, TCRP Report 102.

Reference Note 1: Maximum Affordable Rent Methodology

The maximum affordable rent should reflect the maximum a low-to-moderate income or middle income household can afford to pay for housing. Using a methodology similar to the County's MPDU program, maximum affordable rents are calculated as a percentage of the tenant's household income.

First, low-to-moderate income households are those earning up to 65% AMI. The AMI is adjusted for household size – a larger family has a higher AMI. Figure 2 shows the incomes for low-to-moderate households by household size. The maximum affordable rent for each household size is calculated by taking 25% of the household income.

Middle income households are those earning between 65% and 100% AMI. Similar to low-to-moderate income households, the maximum affordable for each household size is determined by taking 25% of the household income.

Figure 3: MPDU Qualifying Income and Maximum Monthly Rent for Low-to-Moderate Income Households

Household Size	Maximum Qualifying Income	Max Monthly Rent
1	$49,000	$1,021
2	$56,000	$1,167
3	$63,000	$1,313
4	$70,000	$1,458
5	$75,500	$1,573

25% of Income divided by 12

65% of DC Region Median Income

This analysis looks at the housing supply and how many units have market affordable rents, not the households that reside in the units. Therefore, the maximum affordable rent by household size (Figure 2) needs to be translated to apartment size.

Households have different configurations and will require a varying number of bedrooms in their home. For example, a four person household of two parents and two children may choose a two-bedroom apartment whereas a four person household of one parent, one grandparent, and two children may require a three-bedroom apartment. For this reason, a set of assumptions are used to relate household size with the apartment size.

Using U.S. Census estimates of occupancy per room, rental household sizes in Glenmont and the County, and maximum occupancy requirements for the MPDU program, the assumptions in Table 5 were made to translate household sizes to apartment sizes. As an example, 70% of two-person households and 30% of one-person households are expected to choose a one-bedroom

Table 5: Apartment Size to Household Size Assumptions

Household Size

Apartment Size

Apartment Size	Household Size 1	2	3	4	5
Efficiency	100%	0%	0%	0%	0%
1 Bedroom	30%	70%	0%	0%	0%
2 Bedroom	0%	10%	60%	30%	0%
3 Bedroom	0%	0%	20%	50%	30%

apartment. The percentages are applied to the maximum monthly rent by household size in Figure 2 to result in the maximum monthly rent by apartment size.

Using this methodology, the maximum affordable rent for low-to-moderate income households is $1,021 for an efficiency, $1,123 for a one-bedroom, $1,342 for a two-bedroom, $1,464 for a three-bedroom.

Similarly, the maximum affordable rents for middle income households (adjusted for household size) uses the same methodology and is $1,571 for an efficiency, $1,728 for a one-bedroom, $2,064 for a two-bedroom, $2,252 for a three-bedroom.

Reference Note 2: Estimating Market Affordable Housing

The units that fall at or below the maximum affordable rents are considered market affordable. The methodology is best explained using an example.

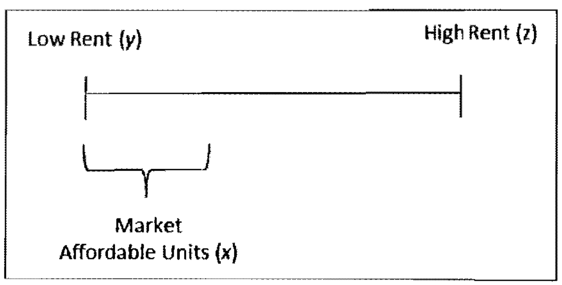
The DHCA Rental Facilities Survey provides rents, turnover rate, vacancies, and other market data by unit type (efficiency, 1, 2, or 3 bedrooms). The rents are provided in a range by unit type – for example, there are 105 one-bedroom units in an apartment building rented to existing tenants (renewals) from $1,113 to $1,255. The rents were adjusted for utilities using the HUD Guideline for

If the maximum affordable rent is greater than the higher-end of the rent range, all units are considered market affordable. However, like in the example above, (see Figure 3) the maximum affordable rent falls within the high and low rent range.

While we cannot give an exact number of affordable units, an estimation technique is used to approximate the number of 105 one-bedroom units that are rented at or below the maximum affordable rent for a one-bedroom unit: $1,123.

To explain the estimation technique, the following equation is used:

Figure 4: Illustration of Estimation Technique



$$n = \frac{x - y}{z - y} \times N$$

Where "*N*" represent the number of units by type, "*y*" represent the low rent for the unit type, "*z*" the high rent for the unit type and "*x*" represent the maximum affordable rent for the unit type.

When applicable, this equation is used to estimate the number of units that fall under the maximum affordable rent.

To go back to the example, the maximum affordable rent of $1,123 falls between $1,113 and $1,255. Applying the equation above, we find the estimate of existing tenants that are renting below $1,123.

$$8 = \frac{\$1{,}123 - \$1{,}113}{\$1{,}255 - \$1{,}113} \times 105$$

The result is that 8 of the 105 units are estimated to be rented under $1,123. The same formula is repeated for turnover tenants, which have a different rent range.

Table 6: At-Market Apartment Buildings in the Long Branch Sector Area

GOOD ACRES APARTMENTS

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	0	0%	0	N/A	0	N/A	N/A		N/A	
1 Bedroom	48	31%	16	33%	1	2%	1,034	1,094	1,044	1,044
2 Bedrooms	108	69%	17	16%	2	2%	1,308	1,402	1,323	1,323
3 Bedrooms	0	0%	0	#DIV/0!	0	N/A	N/A		N/A	
Total	**156**	**100%**	**33**	**21%**	**3**	**2%**				

Includes Utilites: ELECTRICITY GAS

PINE RIDGE APARTMENTS (PART OF GOOD ACRES)

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	0	0%	0	#DIV/0!	0	N/A	N/A		N/A	
1 Bedroom	48	31%	9	19%	0	0%	$1,004	$1,079	$1,044	$1,044
2 Bedrooms	107	69%	15	14%	0	0%	$1,269	$1,359	$1,323	$1,420
3 Bedrooms	1	1%	0	0%	0	0%	$1,360	$1,360	$1,421	$1,421
Total	**156**	**100%**	**24**	**15%**	**0**	**0%**				

Includes Utilites: ELECTRICITY GAS

FLOWER BRANCH

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	0	0%	0	N/A	0	N/A	N/A		N/A	
1 Bedroom	82	23%	38	46%	0	0%	$945	$995	$969	$1,000
2 Bedrooms	211	58%	61	29%	0	0%	$1,161	$1,211	$1,189	$1,226
3 Bedrooms	69	19%	27	39%	1	1%	$1,428	$1,503	$1,478	$1,525
Total	**362**	**100%**	**126**	**35%**	**1**	**0%**				

Includes Utilites: NONE

FOXHALL

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	2	1%	1	50%	1	50%	$735	$735	$735	$735
1 Bedroom	96	36%	35	36%	7	7%	$925	$925	$840	$925
2 Bedrooms	164	62%	24	15%	1	1%	$1,125	$1,125	$940	$1,125
3 Bedrooms	1	0%	0	0%	0	0%	$1,225	$1,225	$1,215	$1,225
4 Bedrooms	1	0%	0	0%	0	0%	$1,375	$1,375	$1,375	$1,375
Total	**264**	**100%**	**60**	**23%**	**9**	**3%**				

Includes Utilites: GAS WATER

GREENWOOD AVENUE, 8515

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	0	0%	0	N/A	0	N/A	N/A		N/A	
1 Bedroom	11	46%	3	27%	0	0%	$980	$980	$980	$980
2 Bedrooms	13	54%	2	15%	0	0%	$1,150	$1,150	$1,150	$1,150
3 Bedrooms	0	0%	0	N/A	0	N/A	N/A		N/A	
Total	**24**	**100%**	**5**	**21%**	**0**	**0%**				

Includes Utilites: ALL

FLOWER AVENUE, 8512-8514

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	2	17%	1	50%	0	0%	$628	$700	$642	$642
1 Bedroom	10	83%	1	10%	0	0%	$750	$750	$770	$770
2 Bedrooms	0	0%	0	N/A	0	N/A	N/A		N/A	
3 Bedrooms	0	0%	0	N/A	0	N/A	N/A		N/A	
Total	**12**	**100%**	**2**	**17%**	**0**	**0%**				

Includes Utilites: ALL

MARLENE, THE

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	2	6%	0	0%	0	0%	$525	$525	$525	$552
1 Bedroom	11	34%	4	36%	2	18%	$796	$810	$669	$814
2 Bedrooms	7	22%	0	0%	0	0%	$825	$900	$716	$900
3 Bedrooms	12	38%	2	17%	0	0%	$925	$1,089	$839	$1,089
Total	**32**	**100%**	**6**	**19%**	**2**	**6%**				

Includes Utilites: ELECTRICITY GAS WATER

FLOWER AVENUE, 8604-8606

GARDEN-STYLE

	Units	% Total	Annual Turnover	% Turnover	Vacant Units	% Vacant	New Tenants Low Rent	New Tenants High Rent	Existing Tenants Low Rent	Existing Tenants High Rent
Efficiency	0	0%	0	N/A	0	N/A	N/A		N/A	
1 Bedroom	0	0%	0	N/A	0	N/A	N/A		N/A	
2 Bedrooms	12	100%	0	0%	0	0%	$795	$888	$795	$888
3 Bedrooms	0	0%	0	N/A	0	N/A	N/A		N/A	
Total	**12**	**100%**	**0**	**0%**	**0**	**0%**				

Includes Utilites: WATER

MEMORANDUM

July 18, 2013

TO: Planning, Housing, and Economic Development Committee

FROM: Jeff Zyontz, Legislative Attorney

SUBJECT: Flower Theater and Shopping Center - Amendment to the Master Plan for Historic Preservation - Long Branch Sector Plan

Staff recommends including the Flower Theater façade and the shoulder area around it in the Master Plan for Historic Preservation and providing design guidelines in the Long Branch Sector Plan for the redevelopment of the theater and shopping center.

Background

The Long Branch Sector Plan was advertised as an amendment to the Master Plan for Historic Preservation. The only potential addition to the Master Plan for Historic Preservation concerns the Flower Theater and Shopping Center. Although this resource was fully evaluated as a historic resource, the Planning Board did not recommend its inclusion in the Master Plan for Historic Preservation.[1]

The Planning Board Draft of Long Branch Sector Plan had this to say about the Flower Theater and Shopping Center:

> Historic buildings also contribute significantly to community identity by providing continuity and helping support a sense of place, especially when integrated within the fabric of a community. The historic Flower Theater and Shopping Center in Long Branch are fine examples of a post-war planned commercial/entertainment complex executed in a modernist style. The Flower Theater, which opened to the public in 1950, was designed by John J. Zink, a renowned theater architect. The Plan recommends the following.
>
> - Integrate any proposed redevelopment into the Long Branch Town Center.
> - Add the Flower Theater façade and, two adjoining shoulders and second wall plane to a depth of 40 feet to the Locational Atlas and Index of Historic Sites.
>
> While the Flower Theater and Shopping Center meet the criteria of the Preservation Ordinance, the public interest in revitalization outweighs the benefits of their designation in the Master Plan for Historic Preservation. As such, the Flower Theater, limited to the theater façade, two adjoining shoulders and second wall plane to a depth of 40 feet from the theater building line, are

[1] The inclusion in the Master Plan for Historic Preservation is the method by which the County permanently designates a historic resource.

to be placed on the Locational Atlas and the Index of Historic Sites. Redevelopment will be guided by urban design guidelines to ensure redevelopment is compatible with the historic resource.

The Locational Atlas and Index of Historic Sites

Code Provisions

The Locational Atlas and Index of Historic Sites (hereafter referred to as "the Atlas" – because life is too short) is a device to provide interim historic protection before a full historic preservation evaluation is made.[2] When an owner's property is listed in the Atlas and the owner seeks a demolition permit or a permit for a substantial alteration, the owner in a historic district must follow the procedures for a historic area work permit.[3] The owner or an individual site must get a determination by the Planning Board as to whether the property should be placed on the Master Plan for Historic Preservation.[4] If the Planning Board recommends that the Council designate the site in the Master Plan for Historic Preservation, that recommendation must be forwarded to Council on a fast track.[5] If the Planning Board does not recommend designating the site, then the Historic Preservation Commission may not interfere with the requested permit.[6] One may assume in this latter instance that the Planning Board would then take the resource off the Atlas, but that event is not required by code.

Planning Board's Role

The Atlas is the only aspect of historic preservation that is under the sole jurisdiction of the Planning Board. There is no statutorily authorized role for the Council to either put items on or take items off the Atlas. The effect of putting an item on the Atlas is to allow the Planning Board to decide when or if the Historic Preservation Commission has jurisdiction to require a historic area work permit. It leaves an unanswered question as to whether the site should be placed on the Master Plan for Historic Preservation. It is unusual for a master plan to direct the Planning Board to put a fully evaluated site on the Atlas.

Partial Building Use

In at least one instance—the Canada Dry Building in Silver Spring—the Planning Board put a portion of the building on the Atlas. The front portion of the original building (.7 acres) is still on the Atlas, even after the redevelopment of the site. The Council had no role in the particular listing on the Atlas. The Canada Dry façade was never placed on the Master Plan for Historic Preservation, but was incorporated into the redevelopment.

[2] §24A-10. The Atlas existed as a Planning Board approved document in 1976; this was 3 years before the Council approved the historic preservation provisions of the Code in 1979. Since then, the Planning Board has occasionally used the Atlas to provide some protection to sites that they did not recommend for inclusion on the Master Plan for Historic Preservation.
[3] §24A-10(a).
[4] §24A-10(b).
[5] §24A-10(c)(2).
[6] §24A-10(c)(1).

Council's Discretion

Nothing in County or State law mandates designation. Chapter 24A-3(b) requires the Planning Board to apply historic criteria in making its recommendation to the Council, but it does not bind the Council to adopt all of the resources that meet the historic criteria. The designation of historic resources is by the adoption of an amendment to the Master Plan for Historic Preservation.

The purpose of all master plans, including the Master Plan for Historic Preservation, is found in the State code - Land Use Article § 21-101(b):

> The purpose of the plan is to:
> (1) guide and accomplish a coordinated, comprehensive, adjusted, and systematic development of the regional district;
> (2) coordinate and adjust the development of the regional district with public and private development of other parts of the State and of the District of Columbia; and
> (3) protect and promote the public health, safety, and welfare.

When the public interest is not served by historic designation, the Council is not required to designate the resource and should not do so.

Evaluation of the Flower Theater and Shopping Center

The Planning Board concluded that the Flower Theater and Shopping Center meets the criteria for historic preservation. Planning Staff and the Historic Preservation Commission recommended historic designation of the entire theater and shopping center. It was their recommendation that led to the Planning Board's conclusion that the site meets the criteria for historic preservation. The historicity of the site was contested by the property owner and other individuals and supported by historic preservation advocates.[7]

Staff agrees with HPC and the Planning Board that the Flower Theater and Shopping Center meet some of the criteria for historic preservation. It is not a universally appreciated architecture, but it need not be a universally appreciated example of architecture to meet historic preservation criteria.[8] As previously stated, the conclusion that a resource satisfies historic preservation criteria does not require that the Council designate the site by including it in the Master Plan for Historic Preservation.

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[7] In a February 2013 letter from David Rotenstein, PhD, he referred to the shopping center as a "common and an unremarkable example of postwar commercial architecture". He noted that the shopping center represents the work of two twentieth century architects: Frank Grad and Edwin Weihe. In his opinion, although both are considered master architects, the Flower Shopping Center was not one of their recognized masterpieces. He also cited changes to the original architecture that makes the site less worthy of designation.
In commenting in favor of designation, Richard Longstreth, PhD, an expert in 20th Century Commercial architecture, found the Flower Theater and Shopping Center to be an outstanding example of its period and that it merited National Register designation. (He is the Chairman of the committee that reviews National Register Nominations.)

[8] The criteria to designate a resource for Architectural and design significance is as follows:

The historic resource:
a. Embodies the distinctive characteristics of a type, period or method of construction;
b. Represents the work of a master;
c. Possesses high artistic values;
d. Represents a significant and distinguishable entity whose components may lack individual distinction; or
e. Represents an established and familiar visual feature of the neighborhood, community or county due to its singular physical characteristic or landscape.

Council Options (In order from the highest level of historic preservation protection to the lowest level)

1) Designate the entire theater and shopping center.
2) Designate all of the theater and direct the Planning Board to put the remainder of the shopping center on the Atlas.
3) Designate the entire theater only.
4) Designate the front façade of the theater and shoulder area.
5) Consent to the Planning Board's inclusion of the theater and shoulder area on the Atlas.
6) Do not designate, but provide guidelines in the master plan to include the theater façade and shoulders into any redevelopment, with a recommendation that the Planning Board not place anything on the Atlas.

Staff agrees with the Planning Board that the public interest of revitalization is served by only preserving the theater façade and shoulders, without all the burdens of a full historic designation; however, the Planning Board's proposed technique of using the Atlas is not recommended.

Arguments Against the Use of the Atlas for Fully Evaluated Sites

Historic Preservation Staff members are working diligently to eliminate the Atlas by evaluating sites and either removing listed resources or recommending historic designation to the Council. Adding a fully evaluated site to the Atlas runs counter to the goal of eliminating the Atlas. It adds to the list of occasions where the Atlas is used as a threat in order to avoid the submission of a bad preliminary plan or site plan.

The Atlas generally affords protection to a potential historic site before a full historic evaluation is available. On occasion, it has been used as a means of assuring compatible redevelopment. The Atlas designation allows a developer to avoid the Historic Preservation Commission with the cooperation of the Planning Board. The property owner may submit a project plan, sketch plan, preliminary plan, or site plan before submitting a demolition or building permit. If the Planning Board is satisfied with the proposed plan, it would agree to remove the resource from the Atlas before a demolition permit or a building permit is filed. Presumably, the Planning Board could recommend designation if it finds the proposed plan unacceptable or if it is confronted with a demolition permit with no proposed redevelopment.

The Council should not consent to placing a site on the Atlas if it knows that it will not add the resource to the Master Plan for Historic Preservation. In such an instance, the Atlas can only serve to delay a permit for demolition by about 6 months. **Staff believes that the Atlas status should be reserved for potential sites that have not been fully evaluated.** [9]

[9] In the face of a full historic evaluation, the Atlas is a halfway measure that violates the Yoda principle "Do or do not. There is no try."

Arguments Against Full Designation of the Theater and Shopping Center

The first principle listed in the Long Branch Sector Plan is "create mixed-use, transit oriented land uses around transit stations to foster reinvestment and development of commercial and residential uses."[10] The shopping center owner reports that the existing façade has setbacks of 25 to 50 feet on its southern side that, if retained, would leave a portion of the building hidden from the street. It would create inefficient and inflexible areas for layout and service. In addition, on-site parking and loading would be inadequate with full preservation. Finally, in the owner's opinion, preservation would not allow sufficient FAR to justify redevelopment. By their calculations, full preservation would allow a .75 FAR (insufficient density to entice revitalization), while the plan would allow a 3.0 FAR.

Staff did not independently investigate the owner's claims; however, those claims were persuasive to the Planning Board. The goal of redevelopment was so critical to the Board that it increased the FAR recommended by Planning Staff from 2.5 FAR to 3.0 FAR. The fragility of this area's commercial economics is evidenced by the lack of any significant changes to the area in the past three decades.

Arguments Against Designation of the Full Theater

Without detailed research, staff is aware of 3 theaters in the County designated as individual historic resources: the Silver Theatre (in Silver Spring), the Bethesda Theater, and the Druid Theater (Damascus). The Bethesda Theater was renovated as part of an optional method development project and turned over to a non-profit owner. After failing as the Cinema and Draft House (2007-2010), the property was resold and has recently reopened as a Blues and Jazz Supper Club. The Druid Theater closed as a movie theater in the 1990s. It has since become home to a Rite Aid. The market has not favored single screen large theaters. The Silver Theater is operated by AFI and receives County subsidies. The County paid $19 million for capital improvements and continues to subsidize AFI approximately $300,000 per year. The movie theatre use has not been in the Flower Theatre for over 20 years because it was not economically viable. Even the effort to make the one screen theater into a two screen venue failed.

If the Council's expectation in designating the theater is that it remain a movie house or entertainment venue, it should expect that public subsides will be required.

Unlike the Druid Theater, where reuse was in keeping with the Council's vision, the vision for the theater and shopping center is redevelopment.

Design Guidelines

If the Council agrees with the Planning Board's opinion that the theater façade and the shoulder area around the theater deserves historic recognition, it can accomplish that by designating that area as historic and providing very specific guidelines for the approval of future historic area work permits and redevelopment of the full shopping center. Staff recommends this alternative. (It does run the risk of allowing a demolition permit in advance of an approved plan to redevelop the center, which could be avoided with an Atlas designation.)

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[10] Planning Board Draft Long Branch Sector Plan, page 9.

The technique of providing development guidelines is absolutely appropriate, particularly where the underlying zoning requires conformance to the Sector Plan. The owner provided the following guidelines, which cover both historic preservation and general urban design for the Flower Theater and Shopping Center site:

General
Provide a mixture of uses on site that serve the immediate neighborhood and the larger planning/development goals for the community including housing near mass transit. Provide service and parking areas that adequately serve the uses provided and allow market viability. Minimize Service and vehicular openings in the ground plane along primary frontages. Locate parking and loading entries on secondary streets.

Historic Preservation
Develop the site with a balanced approach to preservation such that the Flower Theater retains its prominence along the Flower Street frontage. The theater block's Flower Avenue exposures — west façade fronting Flower avenue and the north and south façades extending back to the rear wall plane — should be preserved with no substantial alteration to original building fabric. Exterior changes within the proposed environmental setting (Figure 1) should be reviewed by the Montgomery County Historic Preservation Commission and should conform to the Secretary of the Interior's Standards for Rehabilitation.


Figure 1

New development above and/or to either side of the preserved theater block may be taller than the retained Theater, but should be set back from the front Theater façade, so as to emphasize the Theater as the dominant visual element at the street plane. The Flower Theater's modified art deco design motifs and color palette should form the basis for exterior architectural finishes in new construction within the Flower property. These will complement the existing theater building.

Placemaking
The Flower Theater has been identified by community members as a focal point in the area now known as the Long Branch Town Center. Although only recently coined and defined as a "place," the space's history may be used to enhance residents' and visitors' experiences in the Flower Avenue corridor in proximity to the Flower Theater property. Drawing on the property's past half-century as a commercial and entertainment venture, existing architectural features such as the surviving poster boxes attached to the Flower Theater's façade may be repurposed to

contain illustrated interpretive panels to connect viewers with the area's past and the historical significance of the Flower Theater and its vicinity. These panels may include historic photos of the property and narrative documenting its history and changes through time.

Additional placemaking efforts may include street furniture to encourage passersby to spend time in front of the theater building and to engage them and, if future theater building uses permit, draw them inside. In addition to repurposing existing features in the Flower Theater building, including continuation of lighting its marquee at night, additional wayfindiing and interpretive signage may be placed along the Flower Avenue sidewalk.

Because of the dynamic changes that the Long Branch area has undergone, any placemaking efforts should take into account the multicultural and bilingual characteristics of Long Branch's immigrant community. Consultation with folklorists and other cultural specialists is recommended to develop a placemaking program that will appeal to demographics other than native-born, English-speaking residents. Special attention should be paid to how members of the Latino community use outdoor spaces, i.e., as a plaza versus transportation corridor, to program placemaking efforts that are accessible to the immigrant community and that will be successful.

The theater façade and the 2 adjoining shoulders can be placed on the Master Plan for Historic Preservation. The theater is the most prominent architectural feature and is a recognizable element of the community's fabric. If anything deserves preservation, it deserves preservation. The Council can do that and provide guidelines for HPC and Planning Board review. This alternative would retain the Historic Preservation Commission's jurisdiction for the portion of the site that the Council believes is worthy of designation.